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The LGMP Experience: Phase I

Assessing Readiness for
Organizational Change in
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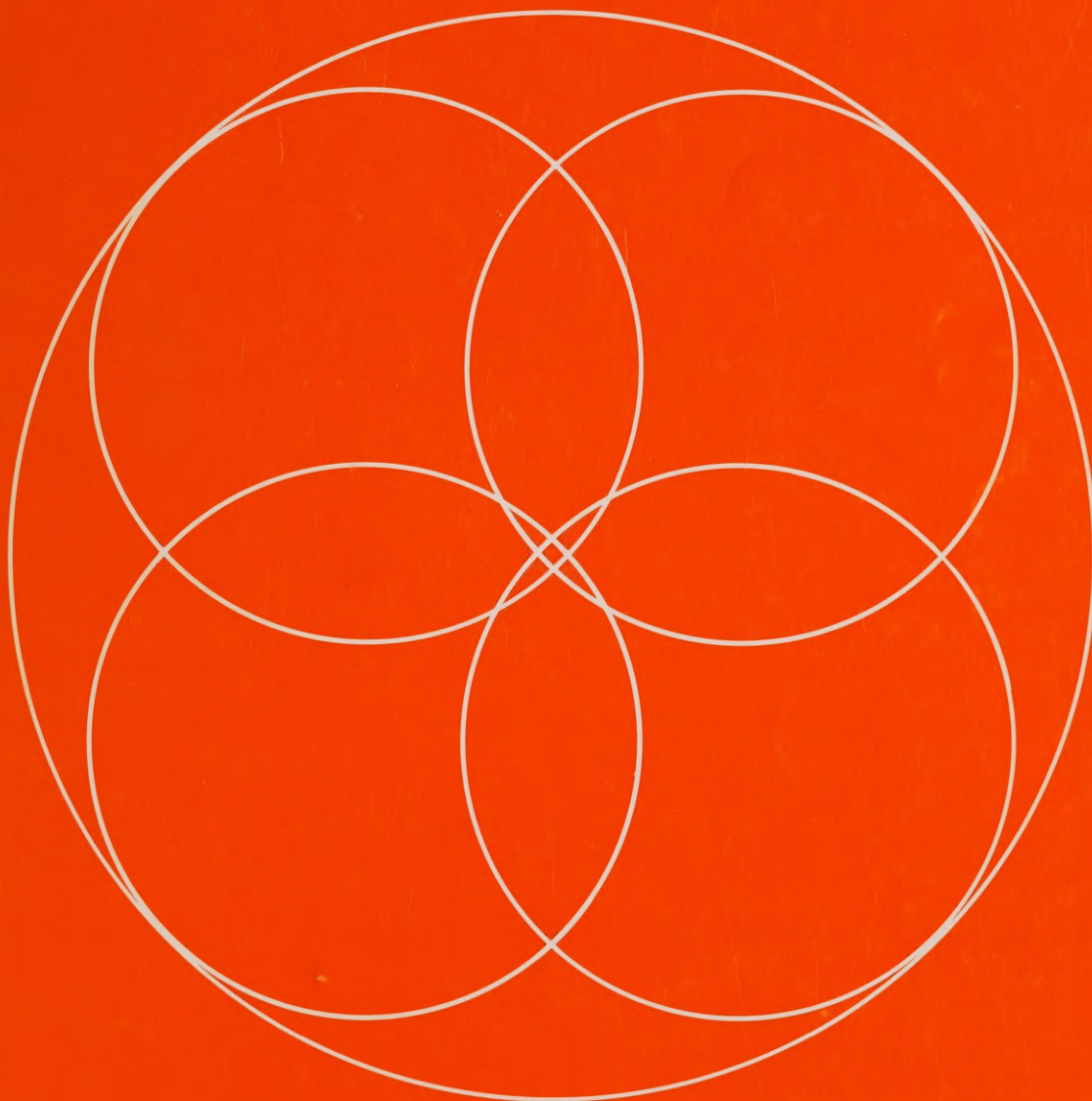
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Series A Publications
Documentation and Evaluation

The LGMP Experience: Phase I

Assessing Readiness for
Organizational Change in
Local Government

J.R. Nininger, V.N. MacDonald

January, 1977

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The Local Government Management Project
A Joint Project of

The Ministry of Treasury, Economics and Inter-
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The Cities of London, Ottawa, and St. Catharines and
The Regional Municipality of Niagara

The School of Business, Queen's University at Kingston

January, 1977

Although only two authors' names appear on the front cover of this publication a number of co-authors in fact exist. Four members of the Queen's Project Team and the Project Leaders from each of the Project Municipalities contributed to the development of the processes which are described and analyzed, and helped in both the writing and critiquing of this paper. These individuals are:

Project Leaders

Gene Deszca
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Ray DeBlasi
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The Local Government Management Project (LGMP) was designed to determine the extent to which the development of management processes focusing on goal and objective setting in four Ontario municipalities could improve management in local government and thus the delivery of municipal services. A *Project Overview Statement* published in 1974, describes the LGMP in detail.

An integral part of the LGMP was the documentation of experiences in the four Project Municipalities. The purpose of this documentation was threefold: first, to describe the *events* of the LGMP in as much detail as possible; second, to *analyse* the events and attempt to draw conclusions where applicable; and, third, to provide *guidelines* that municipalities in Ontario and elsewhere might consider in contemplating major organizational change processes.

This publication is the first of three such documentation publications, each of which describe and analyze a different phase of the LGMP. It traces the Project from its inception in 1972, through to the fall of 1974.

At first it was considered desirable to publish this initial publication at an early stage of the Project. Sufficient events had taken place to warrant the publication of a paper which described initial Project events in some detail. What was not possible however, was a meaningful analysis of the events. Only the passage of time has provided the proper perspective to analyze what has taken place.

This initial publication has undergone numerous revisions. Each revision had led to improvements in the final version.

Many individuals have had input to the preparation and critiquing of this publication. Some major contributors

to both the development of the processes and this publication are identified on the opposite page. In addition the authors would like to express special appreciation to Tom Plunkett, Director of the Institute of Local Government, Queen's University and Bill Hoosen, a staff member of the Institute, both of whom critiqued early versions of the paper and provided a framework for the section on *Implications for Other Municipalities*.

The authors are grateful for the constructive and detailed comments offered by Bonnie Brown of the Ministry of Treasury, Economics and Intergovernmental Affairs. Her probing of various points of analysis has led to a more meaningful document.

Special thanks are also due to Nancy Peverley and Faye Gallery for typing and retyping the various drafts.

The Local Government Management Project would not have become a reality had it not been for the encouragement, hard work and particularly faith of Ted Gomme, Director, Advisory Services Branch, Ministry of Treasury, Economics and Intergovernmental Affairs. His continued support has been essential to the success of the Project.

It is hoped that this document, and the two which will follow, will provide valuable assistance to local government officials in Ontario and elsewhere who are dedicated to improving the operation of local governments.

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January, 1977

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A Introduction

This document is the first of a series of three publications which describe and analyse the events of the Local Government Management Project (LGMP). Based on the LGMP experience it includes guidelines for municipalities in Ontario and elsewhere which are considering major organizational change programs.

The Local Government Management Project is a co-operative project involving three groups: the Province of Ontario; the four participating municipalities; and Queen's University. The overall goal of the Project is to assist those involved in the delivery of local government services to improve the efficiency and effectiveness of local government operations by developing and implementing a comprehensive set of management processes. The initial focus involves the establishment of goals and objectives at the various levels of municipal management.

The purpose of the three documentation publications is to:

- 1 describe the main LGMP events which took place during the period under discussion. Part I of this report summarizes the events which took place from the inception of the LGMP in 1972 to September 1974. Appendix II describes these events in more detail;
- 2 provide an analysis of the events which took place – this analysis attempts to draw conclusions from the LGMP experiences in the four municipalities. Part II of this report presents the analysis; and
- 3 provide guidelines for municipalities in Ontario and elsewhere, not only with respect to the LGMP processes, but in relationship to other approaches to organizational change. Part III of this report suggests a number of implications for other municipalities.

To provide an overview of the initial stages of the Project, the highlights from Parts II and III are outlined here.

B Analysis of Events - Considering a Major Organizational Change

What are the important factors which determine the readiness of a municipality to embark on a major organizational change program? The LGMP experience suggests that a number of points must be considered.

Readiness for Change

In order for a large scale organizational change program to be successful ten prerequisites appear to be

necessary. Four of these conditions must exist in the organization before the change is introduced. They are:

- i there is pressure from the environment, internal or external, for change. In a local government pressure could come from senior levels of government, from citizen groups or employee associations or from elected representatives or senior administrators;
- ii some strategic person or persons are 'hurting'. The need for change must be felt by senior management and/or elected representatives. Ideally it should be felt by both;
- iii some strategic people are willing to do a real diagnosis of the problems. The application of packaged change programs without an in-depth diagnosis of both internal and external problems facing the municipality generally tends to result in failure; and
- iv there is leadership. Key individuals must play a leadership role in both the early development and latter stages of the change program.

The remaining six conditions, can, and must be developed as the change process evolves. While desirable, it is not necessary that these conditions be present before the change program begins.

These six points are:

- i there is a collaborative problem identification between line and staff and between council and administration;
- ii there is some willingness to take risks in trying new forms of organizational or interactional relationships;
- iii there is a realistic, long term perspective;
- iv there is a willingness to face the facts and to work with them in changing the situation;
- v the system rewards individuals for the long term effort of changing and improvement in addition to rewarding them for short-term results; and
- vi there are tangible intermediate results which can be seen by both council and administration.

Securing Approval for Change

An effective way of securing approval for undertaking a major organizational change process must be developed. The approach taken by the LGMP was to develop a degree of interest and support for the proposed project on the part of senior administrators who then elicited support in their municipalities at both the elected and other administrative levels. Elected officials could, however, very well provide the driving force behind the launching of such a process. Administrative support could then follow.

A number of points can be made regarding presentations to councils in seeking approval for introduction of a major change process. These are:

- i the process must be explained briefly and clearly. Questions must be anticipated and answered well. Appendix IV of this report lists the main questions asked during the LGMP council presentations and provides illustrative responses;
- ii understanding of the process on the part of at least some councillors is most important for a change process such as the LGMP; and
- iii members of council must be able to see 'what is in it for them'. This point must be addressed directly.

Fitting the Process to Each Municipality

To ensure that the LGMP was effectively integrated into each municipality, certain key areas required sensitive consideration. Two particularly important areas were:

- i understanding the perceptions of key individuals. The purpose of the LGMP is to assist local government officials, both elected and appointed, in the performance of their jobs. If the Project was to be successful, the involvement and support of key administrators and elected officials was considered crucial. It was thus important to understand the perceptions of the key individuals, who were influential in their municipalities, so either their perceived needs could be met or their perceptions changed through a program of education.

Perceptions of key individuals, and subsequently of all individuals who will be involved in the change process, can be obtained by both observation and interviewing. Some individuals are quite 'open' regarding their perceptions and views. For others careful observation and inferences are necessary.

Part II of the report presents some examples of perceptions of the LGMP by both elected and appointed officials in the Project Municipalities; and

- ii the fit between the LGMP and other organizational systems and activities. The LGMP was planned with the intention that it would encompass all management activities. A sensitive understanding of the existing activities is needed to assess their potential impact on the change process and to encourage an optimal interface. This may mean scheduling aspects of the change process so that they integrate smoothly with ongoing management processes (for example, the budgeting process) or other activities (e.g. the introduction of a new job evaluation system). These processes differ, of course, depending upon the municipality involved.

Administration of the Project: Guidance and Support

The LGMP called for each of the four Project Municipalities to appoint a Task Group and a Project Leader to assist in guiding the Project and in overseeing its administration.

- i The purpose of the Task Group was to oversee the implementation of the Project. Although the LGMP staff suggested that the Task Groups include both elected representatives and senior administrators only one of the Project Municipalities had a Task

Group including elected officials. Subsequent experiences during the Project indicate that, unless there are compelling reasons, Task Groups should consist of both elected and appointed officials.

- ii Project Leaders (internal facilitators) were appointed in each of the four Project Municipalities in the belief that a Project of the magnitude of the LGMP would require extensive local attention by a knowledgeable and respected manager if it was to be implemented effectively. It was also felt that at least one individual from each municipality should become technically proficient as a trainer and adviser. The experiences of the Project Municipalities to date confirm that a Project Leader is crucial to any municipality introducing a similar process.

Part II of the report discusses the development of the concept of Project Leader; the evolution of the role; the extent of his involvement in the Project; the effect of his organizational location; characteristics which seem to influence Project Leader effectiveness; and, initial training and development of Project Leaders.

C Implications for Other Municipalities

What guidelines does the LGMP experience suggest for other municipalities considering and implementing large scale organizational change? A number of factors seem to be relevant.

Impact of Municipal Population

It is apparent that municipalities vary in a number of ways but that population probably best reflects systematic variance as it relates to the most appropriate method of organizational change. The number of complex municipal management problems and the number and qualifications of municipal staff are all influenced by population.

LGMP processes can be categorized into those which:

- i can be applied across the whole organization;
- ii can be applied by individual managers; and
- iii can be applied to the area of intra-municipal co-operation between various jurisdictions in the same municipality.

Each of these categories of processes have different degrees of relevance depending upon municipal population and will be discussed separately.

i ORGANIZATIONAL APPLICATIONS

Applied across the organization, LGMP processes can contribute to better management, through improvements in communication, co-ordination and integration of planning and effort. Since these are areas which increase in complexity with the size of the organization, the organization-wide benefits of the LGMP experiences will be greater for large size municipalities.

ii INDIVIDUAL MANAGER APPLICATIONS

Certain LGMP processes have the potential to help individual managers to improve their effectiveness. These are appropriate for individual managers in municipalities of any size.

Co-operation and co-ordination between various boards and agencies have importance in all municipalities. While the impact is greater in heavily populated municipalities, the need also exists in those which are essentially rural.

The following is a brief summation of the relevance of the LGMP processes to municipalities of different size.

Municipalities with Populations in Excess of 50,000

Municipalities of over 50,000 should find all aspects of the LGMP experience useful. It is important that all management and organizational development efforts are integrated into a set of interrelated techniques. The LGMP has seriously attempted to develop this organizational or 'corporate' management perspective. The initial development of goals and objectives should set the stage for the refining of the management and financial information systems, the development of meaningful performance measures, the use of behavioural techniques for problem identification and decision-making, the evolution of improved departmental and corporate plans and the potential revision of organizational structure in a meaningful way.

To be effective the processes must meet the needs of managers at all levels and it appears that they should begin with the senior management group.

Municipalities with Populations of Under 50,000

The larger municipalities in this category will have greater potential to benefit from LGMP experiences in the organizational sense. Individual managers in smaller municipalities can benefit from relevant aspects of the LGMP processes.

Intra-municipal aspects of the LGMP experience will be relevant to all municipalities.

Decisions and Actions in Preparing For Organizational Change

In the analysis section a number of prerequisites for successful organizational change were identified. To create those prerequisite conditions and to implement change successfully a number of actions within the municipality are necessary. These actions have been expressed in the form of 'needs.'

THE NEED FOR AN UNDERSTANDING OF THE ORGANIZATIONAL ENVIRONMENT

Programs must be designed to 'fit' with both the internal and external environment of the organization. This means meeting the needs of both elected and appointed managers and fitting new systems, processes and procedures into existing ones. An effort must be made to develop realistic expectations on the part of all managers. External change agents must be aware of the existing management processes and the attitudes of senior managers in particular.

THE NEED FOR SENIOR ADMINISTRATIVE INTEGRATION AND INVOLVEMENT

Senior administrators must be willing to work together as a team in establishing support services and in dealing with broad municipal decisions and problem areas. Communication, co-operation and co-ordination at this level are crucial to the success of a change program.

THE NEED FOR INVOLVEMENT AND APPROVAL OF COUNCIL

While administrative understanding and support for the process is crucial, elected support and involvement at an early stage is also very necessary. The effectiveness of municipal government is largely dependent upon council policies and decisions which, in turn, depend upon administrative recommendations and procedures. The ultimate success of any major organizational change is dependent upon both council and administrative involvement and support.

The support and involvement of council is increasingly important in smaller municipalities and councillors should be involved in program task groups for this reason.

THE NEED TO DESIGNATE RESOURCES OVER THE LONG TERM

Organizational and managerial changes necessarily take place slowly and should be regarded as long term projects.

THE NEED FOR A FUTURE ORIENTED PERSPECTIVE

Those considering organizational change should be primarily concerned with the organizational 'state' they are trying to reach.

THE NEED FOR AN ATMOSPHERE WHICH ENCOURAGES CHANGE

Effective managers must be rewarded and a degree of risk-taking must be accepted if the program is to be effective. Project leaders, particularly, are taking certain risks and must be protected by the municipality.

THE NEED FOR AN INTERNAL CO-ORDINATOR OR CONSULTANT

An internal facilitator who understands the municipality and has the respect of most organizational members is critical to the success of any major change program. He can co-ordinate, integrate, and monitor the various program-related activities.

THE NEED FOR CAPABLE OUTSIDE ADVISERS

An outside perspective and the added status of a knowledgeable outside adviser is very important to the potential success of any change program. Sources of such assistance are discussed in Part III.

D Conclusion

Organizations must be thoroughly prepared in a number of areas before beginning a major organizational change program. Unless the necessary support and preparation is forthcoming there is little chance of overall success.

The onus for success in organizational and management improvement falls upon both elected and appointed managers. Unless they are prepared to accept responsibility for the required initial effort and to encourage managers at lower levels in the organization, the potential for success is limited.

This paper attempts to outline the critical areas where managerial involvement and support is required.

The Local Government Management Project (LGMP) is a co-operative Project involving three groups: the Province of Ontario; the four participating municipalities; and Queen's University. A *Project Overview Statement*, published in December, 1974, describes the goal and objectives of the Project and discusses its various components including documentation and evaluation.

The goal and objectives for the Project as they appear in the *Project Overview Statement* are included as Appendix I and a summary of the major features of the Project is included as Appendix VI.

Purpose of Documentation

The LGMP was originated as a co-operative endeavour by the Province, four municipalities and Queen's University, in an attempt to develop and implement a comprehensive process of management in four municipalities in Ontario.

The overall goal of the Project is to assist those involved in the delivery of local government services to improve the efficiency and effectiveness of their operations by developing a comprehensive set of management processes. The initial focus involves the establishment of goals and objectives at various levels of municipal management. To optimize the benefits of this experiment the processes of development and implementation in the four Project municipalities will be described and analyzed so that the experiences can be examined by other municipalities. This description and analysis is the primary purpose of the documentation.

A major feature of the Project is the uniqueness of each Project Municipality. One example of this uniqueness is the differing political and administrative structures of the four municipalities. As a result of this variance, the actual processes which are developed will differ, with respect to both form and method of introduction. It is essential to the overall success of the LGMP that the differences in both the approaches taken and the processes which evolved in each municipality, are clearly described and analyzed.

Using this description and analysis other municipalities will be able to study the implementation procedures, and become aware of both the problems encountered and of the methods used to counter those problems. Thus they will be in a position to introduce processes which are most likely to suit their particular needs.

All phases of the Project, including pre-implementation phases in each of the municipalities, are being thoroughly documented. Each publication includes:

- Part I a description of events;
- Part II an analysis of those events; and
- Part III guidelines for other municipalities in the introduction of major change processes.

As a result of the magnitude and duration of the Project, there will be a series of three documentation publications. This first publication (Phase One) covers the Project from its inception in 1972, through various developmental stages, ending with the approval of the Project by each of the four municipalities. The second publication (Phase Two) will cover the period September, 1974, to April, 1976. A final publication (Phase Three) will cover the remaining one and one-quarter years of the Project, from April, 1976, to June, 1977.

Complementing this documentation series will be a paper describing the process of implementation in detail and containing working papers which should be of assistance to consultants, trainers and managers concerned with management and organizational development. This paper *A Guide to the Implementation of Change in Municipalities* should be available in May, 1977.

In this part of the report, Section A outlines the events which occurred during the early stages of the Local Government Management Project, and Section B describes the plan for the implementation of the Project which emerged from those developmental stages. The period covered is from the inception of the Project in 1972 to the approval of the Project by the Province and the four municipalities in September of 1974.

This description is considered necessary to provide a frame of reference for the two parts which follow: Part II, Analysis; and Part III, Implications for Other Municipalities.

Appendix II contains a more detailed description of the events outlined here. Brief descriptions of each of the four Project Municipalities are provided at the end of Appendix II.

The description of events is divided into two sections describing the major initial steps: 1 the development of the Project process; and 2 the obtaining of the municipal commitment to the Project.

1 The Development of the Process Involved in the Project

The Local Government Management Project had its beginnings during the summers of 1971 and 1972. Discussions among a number of local government administrators, representatives of the Ministry of Treasury, Economics and Intergovernmental Affairs, and the Project Principals at Queen's University, indicated a high degree of interest in the area of goals and objectives in the local government setting.

These discussions pointed to the need for improving both the efficiency and effectiveness of local government operations, in the light of increasing demands for service and decreasing fiscal resources. The development of a systematic approach to the use of goals and objectives appropriate to local government operations was seen as a way of improving the management of local government and thus the delivery of services.

An exploratory discussion in November 1972, among senior administrators from a number of Ontario municipalities, indicated that interest was sufficient to warrant an in-depth examination of the potential for a long-term project. This investigation was carried out by two members of Queen's University's School of Business with funds provided by the Ministry of Treasury, Economics and Intergovernmental Affairs.

What began as a relatively well defined investigation of the state of practice and research in goal and objective setting, quickly evolved into a multi-faceted study of the application of a variety of management improvement processes to municipalities. A framework was developed which depicted ten major directions that developments in the management of local government had taken.¹ It became clear that each of these approaches, while very meaningful, concentrated on parts of the total management process to the exclusion of a number of others.

The background study arrived at two main conclusions:

- a a number of approaches to improving the management of local government were being developed or

practised. Unfortunately, these approaches were narrow in perspective, each focusing on only one aspect of the management process; and

- b a rigid approach to management improvement could not be uniformly applied to a number of municipalities but, rather, a flexible approach would need to be developed to fit the needs of each municipality.

Out of these informal discussions and exploratory studies, a project plan emerged which would involve the development of a comprehensive management improvement process, incorporating aspects of many of the approaches mentioned earlier, but primarily based upon the initial establishment of goals and objectives. The investigating team recommended that this project involve four to six Ontario municipalities over a three to four year time period. The inclusion of a number of municipalities was considered important in order that the development of the processes could be monitored in municipalities of differing size, administrative structure and jurisdictional responsibility.

The Project Principals were hoping to have one of the project municipalities involved on the basis of only one or two departments, as opposed to all departments setting goals and objectives at the outset. An assessment of the implementation experiences of municipalities using partial, versus comprehensive, approaches was considered important.

The three to four year time period was considered essential because it would take at least that period of time to develop a comprehensive approach to management improvement at all levels of a municipality.

In June, 1973, representatives of sixteen Ontario municipalities attended a seminar in Toronto to examine the recommendations of the Queen's Team. Participants were asked to indicate their degree of interest in becoming involved in such a project. At the same time, the Ministry asked the Project Principals to submit a detailed Project proposal, including details of the research and implementation staff which would be needed. This was submitted on September 1, 1973 and, after various approval stages, was approved in May, 1974. Funding for the Project was to be shared, with the Province paying 80% of the first year costs and the participating municipalities the remaining 20%.

The next step required the securing of a definite commitment from the interested municipalities regarding their involvement in the Project.

¹ These ten major areas of development are described in detail in *Developments in the Management of Local Government*, a publication of the Local Government Management Project. This publication can be obtained by using the order form on the back of this document.

2 The Obtaining of Municipal Commitment to the Project

The four municipalities selected for involvement in the Local Government Management Project were the Regional Municipality of Niagara, the City of London, the City of Ottawa, and the City of St. Catharines. These municipalities maintained an active interest in the Project during the various approval stages. They were invited to become involved in the Project partially as a result of their interest and partially because each of them had different administrative and political structures. Considering the comprehensive Project envisaged, the Queen's Team felt that four municipalities represented an upper limit of municipal involvement in the Project.

The process of obtaining approval for the Project in each municipality was different. In general, the approach taken was the one that best suited the municipality concerned. The initial discussions of the Project within the municipalities took place with the senior administrator(s) most closely involved with the development of the Project. These initial discussions were followed up with an explanation of the Project to senior administrators by members of the Queen's Project Team. Subsequent presentations were made to councils in a number of the municipalities.

The Project Team stressed the long term nature of the proposed project and the fact that it was important that an understanding and working knowledge of the process of goal and objective setting be developed slowly and with care. The crucial requirement for the involvement and support of senior administrators was strongly emphasized.

To encourage senior management involvement and support and to ensure that the Project process was effectively integrated into the ongoing management processes, the Project Team recommended that each of the four municipalities form a Task Group and appoint a Project Leader.

The Task Group

The primary responsibility of the Task Group was to provide overall leadership and direction for the Project in the municipality; consequently, it was recommended that this group consist of both councillors and administrators in equal proportions. The actual composition of the Task Group selected, however, was not consistent in each municipality. The Task Group in the Regional Municipality of Niagara had members of council involved while the other three consisted entirely of senior administrators.

In attempting to analyze why only one of the four Project Municipalities accepted the Project Team's recommendation, no clear pattern emerges. Considerable thought was given to the inclusion of elected representatives as members of the Task Group in the other three Project Municipalities. Reasons for not including elected representatives varied for each municipality and depended on the peculiarities of each. A major factor, however, involved the fear by administrators that the Task Group and the Project might become a focus for political controversy.

The Project Leader

The primary responsibility assigned to the Project Leader was the function of an internal consultant in matters relating to the successful development of Project processes in his municipality. He had to develop technical expertise in goal and objective setting plus a knowledge of other possible methods of management improvement. With that knowledge and the help of the Queen's Team, he was expected to guide the municipality through the various stages of implementation.

A further important responsibility of the Project Leader was the provision of liaison between the Queen's Project Team and the municipality. Since this implied the need for a good knowledge of the municipality it was concluded that each Project Leader should be an experienced employee.

The actual procedure which was used to select the Project Leader varied greatly with each municipality. In Ottawa, the three heads whose departments were involved in the Project mutually agreed that the Project Leader should be located in the Department of Physical Environment. This was the largest department and the one most capable of having an individual devote a portion of his time to the Project. In addition, the three Commissioners agreed that the Project Leader should be at the senior management level.

In St. Catharines, the department heads were asked to suggest names to the City Administrator. A number of names were put forward and after discussion the Assistant to the City Administrator was chosen as the most logical individual to occupy the position.²

In the Regional Municipality of Niagara, the Task Group considered a number of individuals for the position. The Project Leader chosen was associated with the largest department. The head of that department was instrumental in the Region's entry into the Project.

In London, a number of names were suggested to the Chief Administrative Officer by various department heads. The discussion of whether the Project Leader should be located in a department or associated with the office of the Chief Administrative Officer was clearly related to the person chosen.

The Project Team made no recommendations in pre-

2 The position of Assistant to the City Administrator was eliminated when the Project Leader in St. Catharines left for a position elsewhere. The management of the Project was delegated to the Personnel Administrator, a person who was vitally interested in the Project. A new position in the Personnel Department was created and the person hired into this position became the new Project Leader. This individual was recruited from outside the municipality. There was a considerable delay in the appointment to this position. It is too soon to comment on the impact of this change but the outcome will be discussed in subsequent documentation publications.

3 The Chief Administrative Officer in London, who was involved in early discussions about the Project, retired shortly after the appointment of the Project Leader. The new Chief Administrative Officer retained the position in its original location. A consultant's study of the administrative structure recommended that the Project Leader be one of a number of positions reporting to the CAO. This recommendation, as part of the overall recommendations, was accepted by Council.

liminary discussions as to the location of the Project Leader in the organization. His specific location, whether in a department or in some specially created position, would depend on particular circumstances in each municipality.

In Ottawa, the Regional Municipality of Niagara, and St. Catharines the Project Leaders' held administrative positions and undertook the task of Project Leader in addition to their other duties. In London, the one municipality where a new full-time position was created, the Project Leader reported directly to the Chief Administrative Officer.³ This decision was made by the Chief Administrative Officer after much consideration and discussion with his department heads. In essence, it was felt that the duties of Project Leader could best be carried out if the individual did not belong

in any one department. Prior to his appointment, the Project Leader in London was Director of Revenue reporting to the Treasurer.

In August, 1974, a week-long Project Leaders' Orientation Seminar was held at Queen's University. The purpose of this seminar was to familiarize the Project Leaders, and other interested individuals, with the Local Government Management Project. In addition to the emphasis upon the Project itself, the seminar gave participants an overview of the attempts at organizational change which had been made in other municipalities.

The final step in obtaining the commitment of the municipalities involved gaining council approval. Involvement in the Project was approved in all four municipalities by September, 1974.

This section describes the LGMP as it had evolved by the time implementation commenced in September, 1974. This description includes explanations of four important dimensions of the Project.

- 1 The Goal and Objective Setting Dimension
- 2 The Administration Dimension
- 3 The Implementation Dimension
- 4 The Evaluation Dimension

1 The Goal and Objective Setting Dimension

The Local Government Management Project is a comprehensive attempt to develop better management techniques for local government. A consistent need has been recognized for improved approaches to planning, reorganizing, teamwork and co-ordination and for better methods of communicating as well as a need for a better understanding of municipal managers' roles and responsibilities. The initial LGMP survey of a variety of local government organizational change programs confirmed these needs and led to the conclusion that vertically and horizontally integrated goal and objective setting was fundamental to meeting them.

Goals identify the purpose and areas of responsibility of the various parts of the organization. To establish goals the manager must consider the entire scope of his position and the areas in which he must make decisions. Objectives evolve from goals and represent specific targets for accomplishments in the various goal areas. Usually, managers attempt to identify problem areas first and set targets to overcome these problems.

As objectives are established, managers are better able to define their actual needs for information. Once these needs are identified, steps can be taken to refine the municipality's information system and managerial processes (e.g. the Budget or performance appraisal system).

To be useful, objectives must be measurable; therefore, the act of setting objectives involves the development of measures. These measures are indicators of performance or achievement for each management level in the municipality, and can act as guides to council and the administration both in improving managerial behaviour and in attaining desired levels of service.

When goals and objectives are set by teams containing at least two levels of management, such as a manager and those reporting to him, effective management is facilitated because of the following.

- a Subordinate managers have input into higher level goals and objectives. With this input the goals and objectives become more realistic. Subordinate man-

agers are not only aware of higher level objectives, but are also more committed to them.

- b Managers at the same organizational level are able to communicate their goals and objectives to other managers at the same level and to integrate and co-ordinate objectives when necessary. Thus, not only can mutually shared objectives be determined, but overlaps in responsibilities can also be minimized.
- c Goals and objectives at each level can be set in such a way that they contribute to those at the next highest level.

By the nature of the LGMP process, which encourages vertically and horizontally integrated goal and objective setting at all levels of the management hierarchy, managers become aware of the goals and objectives, not only of those to whom they report, but also of managers in other departments. Thus, they also are aware of situations where co-operation and co-ordination are required to accomplish overall objectives.

While the LGMP uses goals and objectives as the primary approach, the process goes far beyond the development of goals and objectives. The development of meaningful performance measures, the refining of the management information system, meaningful reorganization, the improvement of human resource management processes, and the evolution of a corporate plan, are all changes which should emerge as the particular circumstances and needs warrant.

In order to achieve any real success, all aspects of organizational development and management improvement must be integrated and co-ordinated, and the ideal integrative tools are team determined goals and objectives. This is the basic philosophy of the LGMP.

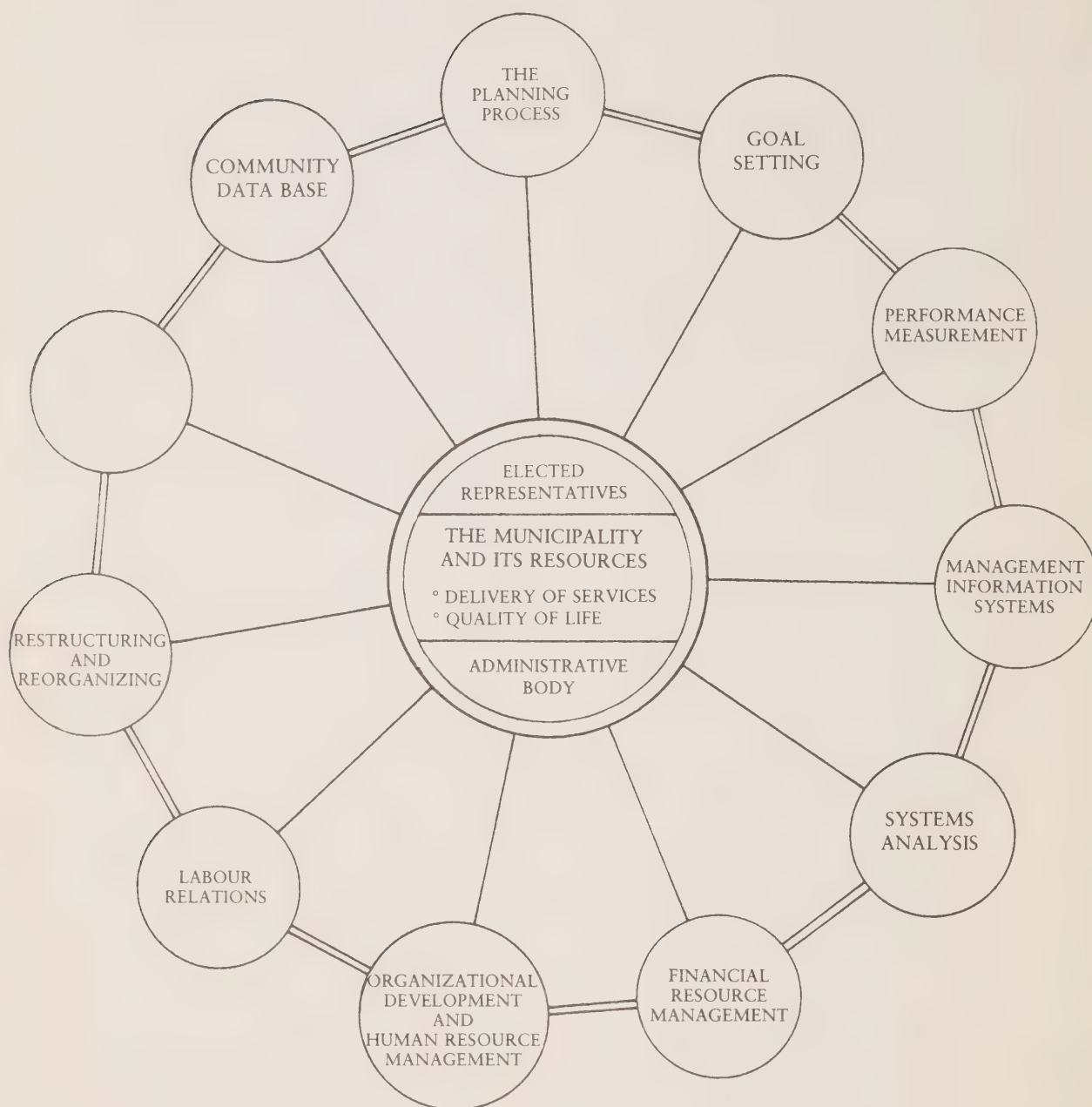
The Project Principals felt it was crucial, from the outset, that the LGMP be seen as incorporating a comprehensive management process. Care was taken in all the early stages to explain the LGMP as an integrated *total management process*, as opposed to a *technique*. The 'circle diagram,' (see Diagram 1) was used to stress the point that the goal and objective setting process was centered on and highly related to processes such as corporate planning and budgeting.

It was also emphasized that other methods of management improvement would be introduced as objectives became clear.

DIAGRAM 1
'THE CIRCLE DIAGRAM'

LOCAL GOVERNMENT MANAGEMENT PROJECT
FRAMEWORK FOR DESCRIBING VARIOUS DEVELOPMENTS
IN THE MANAGEMENT OF LOCAL GOVERNMENT

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2 The Administration Dimension

The administration dimension involves the respective roles of the three participating groups – the Project Team at Queen's University, the Province of Ontario, and the four participating municipalities.

The Project Team at Queen's University is under the direction of two Project Principals. Both individuals are members of the Faculty of the School of Business and have been directly involved with the Project since 1972. The full-time staff of the LGMP consists of three trainer-researchers who are assigned to the various Project Municipalities, and two secretaries. The full-time staff is assisted by part-time research assistants.

The functions of the Project Team are basically:

- a to introduce the Project to each municipality and to take overall responsibility for the training of the municipal staff;
- b to evaluate and document the Project – evaluation is important to determine the impact of the LGMP on the four Project Municipalities – documentation is important in order that the events, analyses, and guidelines are made available to other municipalities; and
- c to provide external assistance in the form of technical expertise.

From the outset, the Project Team believed that external assistance is important for the successful application of an organization-wide process. This was felt to be true particularly during the approval and early development stages.

It was believed that knowledge within the municipality of what should be done, may not be sufficient. For the sake of impact someone from outside the municipality, with technical expertise, may be needed to work with the initiators and to make reports when necessary. Statements by an outsider usually have more credence and the external agent may act as a catalyst in bringing certain critical issues to the front and in having them discussed in a more objective manner.

External assistance by the Project Team in the approval stage involved preliminary discussions with key personnel, developing the necessary steps in seeing the Project through its various approval stages, running orientation workshops, and where necessary, making presentations to council.

External assistance in the early development stages involved working with the administration and/or council in developing the process over time. In the case of the Queen's Project this type of assistance is virtually ongoing. The LGMP required this unique type of assistance to develop the processes initially and the requirement would not likely be repeated, at least to the same extent.

Assistance of this type included conducting workshops in goal and objective setting and leading discussions in other areas where management needs existed. It also

included individual and group counselling sessions in various areas related to the LGMP processes.

The Province of Ontario, through the resources of the Ministry of Treasury, Economics and Intergovernmental Affairs, has provided significant external assistance to the Project. This Ministry took primary responsibility for funding the Project and ensuring that the experiences of the pilot municipalities were communicated to other Ontario municipalities.

The Project is sponsored by the Advisory Services Branch of this Ministry. The Director of the Branch was responsible for overseeing the various approval stages of the Project, and assigned staff members to act as Project managers and liaison people for the Province.

The four participating municipalities committed significant resources when they agreed to become a part of the Project. Apart from taking some responsibility for the funding of the Project, each agreed to establish a Task Group and a Project Leader.

The function of the Task Group was to oversee and guide the operation and direction of the Project within the municipality and to give it impetus. This basically provided a centralized leadership source within the municipality, which would result in the evolution of a set of unique management processes.

The function of the Project Leader was to co-ordinate the implementation phases of the Project and to act as an internal consultant, ensuring that the Project developed successfully. As the Project Leader developed expertise in the goal and objective setting area, he could undertake management training and counselling sessions.

The Project Leader also acted as a liaison between the municipality and the Project Team.

3 The Implementation Dimension

While the LGMP process was expected to be adapted to suit the needs and circumstances in each of the municipalities, an overall strategy for implementing the process was drawn up. This strategy is outlined in Table 1.

Planning in local government can be segmented into five levels:

- i community planning;
- ii municipal planning;
- iii administrative planning;
- iv departmental planning; and
- v branch, division and perhaps other levels of organizational planning.

TABLE I
THE LGMP PROCESS STRATEGY

PLANNING LEVEL	PLANNING TASKS	CO-ORDINATION	REVIEW	NEEDED MANAGERIAL SKILLS AND PROCESSES
1. Community planning (strategic) Council and other community bodies. Other levels of government	Overall (strategic) Plan for the community Delineation of responsibilities			
2. Municipal Planning (corporate) council	Council goals and objectives and priorities Policy guidelines Specifying performance indicators	Municipal-wide programs Municipal-wide policies	Periodic assessment of performance Budget and other objectives	Assessing priorities Executive responsibilities Decision-making skills
3. Administrative Planning Chief Administrative Officer and/or Committee of Department Heads	Planning and allocation of resources and responsibility Policy needs Assistance in development of council goals and objectives	Cross-department programs Cross-department policies and procedures Organization structure	Assessment of overall administrative performance Determining development and other needs	Overall administrative approach Problem-solving skills Conflict resolution skills Delegation
4. Department Planning Department Head and those reporting to him	Establishment of goals and objectives with priorities Specification of information needs Clarification of responsibilities Allocation of resources	Intra-department programs Requests for support services Supply of support services	Review of objectives Assessment of overall department performance Determination of training and other needs	Team approach Delegation Conflict resolution skills Problem-solving
5. Branch or Division Planning	Establishment of goals and objectives and resource requirements	Identification of mutual support needs and problems	Review of objectives Assessment of overall performance Determination of training and other needs	Team approach Delegation Conflict resolution Problem-solving skills

The LGMP process was initiated at the senior administrative levels (planning levels three and four). The reason for introducing change at this level was the perceived management ability of senior administrators, which would be helpful in introducing a new process. In addition, they would be able to influence both managers reporting to them and councillors, to initiate problem solving and to develop goals and objectives.

The initial goal and objective setting process at each of the five planning levels outlined in Table I can be briefly explained as follows.

Community Planning (Level One)

Community planning is strategic planning. Although not part of the LGMP as such, the development of LGMP processes throughout the administration and at council level brings to light the need for a degree of formal overall community planning and co-ordination. Such community planning would include the municipal

council and other commissions, boards, and agencies in the community as well as other levels of government. At the present time, municipal-strategic planning is hampered by a lack of control and co-ordinating mechanisms within the community.

Municipal Planning (Level Two)

Planning at this level is essentially corporate planning. It is carried out by council and involves the establishment of council goals and objectives.

As the goals and objectives process is developed at the senior administrative planning level and/or departmental planning level, the need for the identification of council goals and objectives emerges. Administrative plans are based at least partially, on what are perceived to be council goals and objectives. If council identifies these goals and objectives, administrators can ask for clarification and verification. As the process evolves, more specific policy-oriented objectives can be estab-

lished for council approval. Such objectives and policy guidelines will then provide better guidance for the administration.

Administrative Planning (Level Three)

This planning level consists of the Chief Administrative Officer and/or a committee of department heads. The LGMP was initiated at this level and level four. The various column headings in Table 1 indicate the planning, co-ordination and review functions at each planning level. The last column describes the primary managerial skills required at each of these levels.

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The LGMP process at the administrative planning level is based on the need for overall administrative planning, co-ordination and review.

The planning function includes the planning and allocation of resources and responsibilities, specifying areas needing policy direction from council, assisting in the determination of council goals and objectives and other matters. The goal and objective setting process assists managers at this level in assessing the manner in which these planning tasks are being carried out, and in identifying areas needing improvement.

The co-ordinating function involves the establishment of goals and objectives for cross-departmental programs, determining administrative policy and procedures, and determining mutual support roles among the various departments. Teamwork by managers at this level enables them to analyze the effectiveness of co-ordination and mutual support services. Objectives can be established for areas in need of strengthening. Through scheduled ongoing reviews managers will monitor the performance of the various departmental, and cross-department programs, evaluating their effectiveness and recommending action when necessary. This team of top managers will also determine development needs throughout the municipality, including training, co-operation, and career development.

The execution of these various functions at the top administrative level requires the presence of various managerial skills (Column #5 of Table 1). These skills include the need for managers to take an overall, rather than a departmental perspective, and the need to develop problem-solving and conflict-resolution skills.

In summary, teamwork in goal and objective setting provides a vehicle for those involved at the administrative planning level to assess their effectiveness in carrying out their various functions. Objectives for areas needing improvement can be established.

Departmental Planning (Level Four)

Table 1 outlines the planning, co-ordination, and review components of the goal and objective setting process at the departmental or department head level. Teamwork aspects again provide assistance to the senior departmental staff in the development of departmental goals and objectives. Three types of objectives are identified: ongoing service; problem solving; and innovative objectives. To develop ongoing objectives it is often necessary to improve the information available to managers. This can often be done by the managers themselves,

their peers and subordinates. Each manager, working with superiors, fellow managers, and subordinates essentially develops his own information system.

As goals and objectives are developed at this level the LGMP staff helps managers to identify areas where better co-ordination is needed, as well as areas where improvements in managerial skills and processes are necessary. Also, the identification of problem areas by the various operating departments identifies needs for assistance from the various support departments (finance, personnel, legal, executive services, etc.) in setting objectives to overcome the problems identified. The problem-identification aspect of the process, for example, points out training needs which could require assistance from the personnel department.

Branch or Division Planning (Level Five)

While the goals and objectives process develops at the senior administrative levels, it is possible to develop the process at other levels of the administration. This involves similar development of the process at the branch and/or division levels. Ongoing, problem solving, and innovative objectives are identified and action plans to accomplish the objectives are developed. Information, training, and support service needs are identified as part of the process. As can be seen, the initial LGMP process facilitates communication throughout the organization.

After the initial improvement in co-ordination and communication, managerial processes can be improved through the clarification of responsibilities and definition of objectives.

The main management improvement role of the LGMP is in assisting managers to work together more effectively and in helping them to recognize, identify, and solve problems affecting the quality of municipal services. Clear identification of programs, measures of managerial performance, improved support services, greater employee satisfaction, and more adequate communication and information systems should all emerge as a result of the integrated process.

In conclusion, since the LGMP was a comprehensive process designed to integrate improved management processes throughout the organization, it was felt desirable to develop understanding initially at all the administrative levels. With this support, the process could extend throughout the organization, after a certain degree of expertise was reached at each previous level.

It was explained that once a good working knowledge of the process was attained at the senior management level, and departmental goals and objectives were developed, steps would be taken to involve council in the process of goal and objective setting. This approach to developing the goals and objectives process within each of the four municipalities was well received although, in retrospect, greater council interest from the outset would have been desirable.

4 The Evaluation Dimension

As noted, the evaluation dimension was the responsibility of the Project Team. The Team recognized that it was important to conduct research to determine the

extent to which the process was having an impact on the pilot municipalities. Accordingly, it was agreed that evaluation instruments would be administered before the process started and periodically thereafter to measure various aspects of the change process.

It was considered to be important to carefully study the manner in which a process similar to the LGMP would interface with ongoing management processes at both the elected and appointed levels. A Basic Organization Questionnaire (BOQ) was designed to obtain an in-depth description of the critical management processes which would be interfaced with the LGMP. This questionnaire was also very helpful in familiarizing the Project Team with the operation of the municipality.

The Basic Organization Questionnaire will be described in more depth in the next documentation publication. For now it can be noted that having the questionnaire completed as far as possible in advance, assisted the Project Team, Project Leaders and Task Groups to examine how the LGMP would be interfaced with the following major operating systems within the Project Municipalities:

- a the operating and capital budgeting processes;
- b the planning process (section plans, the Neighbourhood Improvement Plan, or revisions to the official plan);
- c operational planning and control systems (the Municipal Maintenance Management System, for example);

- d the system of formal communication, whether it be by reports or meetings, or financial or management information systems; and
- e personnel evaluation and appraisal systems and management development programs.

Since the experiment is still in progress the BOQ will be discussed in greater detail in later publications.

One other aspect of the organization which needed to be assessed may be referred to as the 'organizational climate.' This can be assessed formally through the use of a questionnaire or informally by talking with various members of the organization.

As well as examining the initial state of the organization in the Municipalities, it was believed important to measure the attitudes of the municipal staff to gain an indication of the impact of the Project on individuals. A questionnaire was especially designed for this purpose and was called The Individual Employee Questionnaire (IEQ). This was administered to the management staff to gather perceptions of various processes in each Project Municipality before the Project started. The questionnaire will be readministered at approximately one year intervals during the course of the Project for feedback and evaluation. The IEQ, and BOQ are discussed briefly in Appendix II and will be described in more detail in the next publication.

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What are the important factors which must be assessed, and what decisions must be made before a municipality embarks on a major change process?⁴ The LGMP experience indicates that there are a number of points which must be examined, these include:

- A the prerequisites for a successful municipal change program and whether or not those prerequisites are present in the municipality;
- B the process of obtaining council approval for the program;

C various decisions regarding implementation which need to be considered and which should cover such topics as understanding underlying perceptions of the process, interfacing the process with other ongoing processes; and

D the municipal management of the program including a possible Task Group and the position and role of the Project Leader.

4 A 'major change process' is perhaps best defined as the introduction of a new approach to management or a major change in organizational structure. Any programs involving goals and objectives, behaviour training, performance measurement, new approaches to motivation, redefinition of roles, revision of major procedures (including budgeting procedures) can all be classified as major change process.

The study of the field of organizational change has been receiving increasing attention in recent years. The need to adapt organizations to meet changing conditions has led a number of individuals to assess, among other things, the characteristics which seem to be associated with successful and unsuccessful organizational change processes.

Once such individual, Richard Beckhard, has outlined ten prerequisites for the successful implementation of a major organizational change program. If these conditions are not present Beckhard feels that the change program will probably fail.

The experiences of the LGMP to date would indicate that these ten prerequisites or characteristics of effective change programs, with some qualifications, provide a meaningful way of assessing the degree of readiness for change on the part of a municipality.

The ten conditions are as follows.⁵

- a There is pressure from the environment, internal or external, for change.
- b Some strategic person or persons are 'hurting.'
- c Some strategic people are willing to do a real diagnosis of the problems.
- d There is leadership.
- e There is collaborative problem identification between line and staff people.
- f There is some willingness to take risks in trying new forms of organization or relationships.
- g There is a realistic, long-term time perspective.
- h There is a willingness to face the facts and to work with them in changing the situation.
- i The system rewards people for the long term effort of changing and improvement, in addition to rewarding them for short-term results.
- j There are tangible intermediate results.

While Beckhard feels that these ten conditions are pre-

requisites for a successful change program, the experiences of the LGMP indicate that it is possible to classify the conditions into two sub-groups:

- 1 those conditions which are prerequisites, and which must exist in the organization before the change is introduced; and
- 2 those conditions which, if not present prior to implementation, can be introduced as part of the change or can be developed as the process evolves. Periodic assessments would be necessary to assess the degree to which these conditions are developing.

1 Prerequisite Conditions

The first four of Beckhard's conditions are felt to be necessary prerequisite conditions which must exist if a major change process, such as the LGMP, is to be successful. Each of these points will be discussed in terms of the LGMP experiences.

- a *There is pressure from the environment, internal or external, for change.*

In the local government setting, pressure could come from senior levels of government, most notably the Provincial government, from citizens' groups or from employee associations (all examples of external pressure), or from some or all of the elected representatives or certain key administrators (internal pressure).

In the LGMP the pressure for change was primarily internal. The motivation to become involved in the Project came from a number of key senior administrators who, in part, were responding to pressures which were internal in terms of the negative perception of the effectiveness of the administration by senior administrators or council, as well as other factors.

Some pressure may also be exerted by senior levels of government. Two examples would be the pressure exerted by the Province in establishing the Regional Municipality of Niagara, or pressure coming from both the Federal and Provincial governments in the establishment of programs such as the Neighbourhood Improvement Program.⁶ Such external pressure in terms of motivation to become involved in the LGMP was not readily apparent.

The amount of pressure varied among the four Project Municipalities, but in general can be described as being significant enough to launch the program. The source and intensity of the pressure were limited, however, and would not have been sufficient to carry the Project for an extended period of time. Pressure from other sources, either internal or external, was necessary.⁷

5 These ten points have been taken from Richard Beckhard, *Organization Development; Strategies and Models*, Reading, Massachusetts; Addison-Wesley Publishing Company, 1969 page 97.

6 The Neighbourhood Improvement Program provided funds to municipalities to rebuild rundown areas, using citizen input in the designation of specific projects. This and other programs placed significant strains on the administrative staffs of municipalities in providing the necessary technical assistance.

7 Provincial governments, through control of grant programs, have recently applied significant pressure on municipalities to change. The evidence to date would seem to indicate that municipalities have not responded to this pressure by developing improved managerial systems, but instead have responded by reducing levels of service or eliminating certain programs.

b *Some strategic person or people are 'hurting.'*

The need for change must be felt by senior management and/or elected representatives. Ideally it should be felt by both.

The LGMP experience has indicated that strategic persons may not need to be personally hurting, in the usual sense, in order to advocate and support a change program. They may feel that some problems exist which are hampering their own effectiveness or the general ability of the municipality to meet the present and future needs of the citizens in an efficient and effective manner. In fact, this has seemed to be the primary motivation of the initiating managers in all of the Project Municipalities. Each manager had his own perception of what the process would do for him and for the municipality, as will be discussed later. The motives for involvement in the LGMP appeared to be unrelated to the pressure of any personal threat.

The support and involvement of the individuals who initiated the program seem to continue as long as they feel the LGMP is helping to alleviate the difficulties (hurting) which they or the municipality are experiencing. The need for fairly rapid payoff to encourage such support is quite obvious, however.

c *Some strategic people are willing to do a real diagnosis of the problems.*

The application of a packaged change program without an in-depth diagnosis of the organization and both internal and external problems generally tends to result in failure.

The LGMP experience has demonstrated that it is very important that both the senior administrative group and members of council recognize problems that can potentially be solved by a change process. They must be prepared to undertake a thorough examination of those problems which have brought about the need for change, identifying causes instead of symptoms, and clarifying what they expect the change process to achieve.

If such a diagnosis is not undertaken, confusion will exist between the actual problem and symptoms of the problem. Further, superficial diagnosis often makes it impossible to meaningfully assess proposed change strategies. The result of this may be the acceptance of some shallow remedies, such as restructuring, without actually touching the real issues.

d *There is leadership.*

This point relates to the role that key individuals play in the early development of the change program in the municipality.

The LGMP experience clearly shows that individuals with considerable influence within their respective municipalities have provided the leadership that was necessary, by demonstrating that they wanted their organizations to become involved in the LGMP. These individuals, for the most part senior administrative personnel, took an active interest in the Project in its early developmental stages, and maintained their interest throughout the lengthy approval process. These persons were similar in a number of ways.

First, they were all in a central position in their municipalities. Two of these individuals (in St. Catharines and London) held the post of Chief Administrative Officer and thus had a central position as defined by the organization structure. In the other two municipalities the individuals were influential managers of large departments, in administrative structures operating without a chief administrative officer.

Second, these individuals could be characterized as perceiving a need for processes to improve the management in their municipalities. There was a need to have a better way of managing, and the LGMP process seemed to offer a viable alternative.

This does not mean that these managers were managing poorly. On the contrary, they were accurately perceived by individuals in their own organizations as being good managers. They had a strong desire to improve, and they saw the LGMP process as a way of assisting them, even though their perceptions of the LGMP varied greatly.

Third, these individuals had well conceived plans for securing support for the Project in their municipalities at both the elected and appointed levels. They knew their organizations well and could sense the necessary degree of readiness on the part of the organization for change. That is to say, they sensed that, if the Project were properly presented, the organization would be receptive to the LGMP and involvement would be approved.

Another factor which had important bearing on the development of the LGMP in each municipality was the leadership provided by the senior administrative group. In order for the Project to be successful there had to be a degree of consensus among senior administrators as to the value of the Project.

This consensus was influenced to a large degree by the most influential senior administrator. It was important, however, that this consensus was reached in a voluntary manner; that no one was forced to comply. In those municipalities with no chief administrative officer, the importance of voluntary consensus was most important. If, in those instances, voluntary agreement to enter the Project was not forthcoming among the senior administrative group, difficulties occurred at some point.

One final aspect of leadership warrants mention. The development of the LGMP in the early stages was oriented towards administrative support and approval. Once this had been obtained, support from the elected representatives was sought through the approval process. While council approval for the Project was obtained with little difficulty in all four cases, there was not a high level of understanding of the Project on the part of members of council, and it generally received approval as a result of the administrators' support.

This is not meant to be critical of members of council in the four Project Municipalities. Rather, it is meant to note that it is most important to take the time necessary to ensure a meaningful level of understanding, and to obtain support and commitment rather than just formal approval on the part of the elected representatives.

The strategy followed in the Project was to obtain approval at the outset with a minimum level of involvement on the part of council members and develop understanding and commitment as the process developed. The experience thus far indicates that it is important to obtain this support and commitment at the outset and maintain it throughout the Project.

2 Conditions Which Can Be Developed

The four conditions discussed thus far are felt to be conditions which must be present *before* a change process, such as the LGMP, is attempted in a municipality. The remaining six points are conditions which, it is felt, can, and must, be developed *as the process evolves*. As these points will be discussed in more detail in subsequent publications they will be discussed only briefly at this point.

a *There is collaborative problem identification between line and staff.*

In the context of the LGMP, it is felt that this point must be expanded to encompass collaborative problem identification between council and administration as well as between line, (e.g., physical environment), and staff, (e.g., personnel), departments. The LGMP experience indicates that it is not possible for council, or certain members of council, to work in isolation from members of the senior administrative group in attempts to deal with a problem. The same is true between members of line and staff departments because many of the major administrative problems may be caused by poor communication between administrators.

b *There is some willingness to take risks in trying new forms of organization or of internal relationships.*

Participants in major change programs such as the LGMP must be prepared to accept and cope with changes in the status quo. If this willingness is not present, particularly among senior staff personnel, the chances of the change program being successful are hampered, unless adjustments are made. Examples of changes which occurred almost at the outset include greater delegation, and an attempt to improve teamwork at each administrative level.

c *There is a realistic, long-term time perspective.*

One of the points stressed during the developmental stages of the LGMP was the importance of taking a long-term time perspective on the Project. It was felt that three to four years would be necessary to fully integrate the process into the on-going fabric of the municipality and that this integration would require continuing attention from management after the withdrawal of the Project and its 'third-party' input. The experiences of the Project to this date underscore the importance of this point.

d *There is a willingness to face the facts and to work with them in changing the situation.*

An example may serve to demonstrate this point. A situation may be described as 'the existence of poor morale among city hall employees.' It is relatively simple to describe this situation and even to suggest remedies. However, in order to develop a sensitive appreciation of this situation it is necessary to examine the data in detail and to work with that data in attempting to determine causes and to change the situation. This point attempts to counteract the tendency to deal with a situation without 'becoming confused by the facts.'

e *The system rewards people for the effort of changing and improving, in addition to rewarding them for short-term results.*

Since, as mentioned earlier, managers' expectations for the change process vary greatly, even after effective orientation, it is important that the process has enough flexibility to meet these varied expectations. Managers who have a belief in the long-term potential of the program may be prepared to expend a good deal of effort over a long initial period without pay-off, but definitely will want that pay-off in the long run. Most managers, however, will need almost immediate reinforcement regarding the validity of the program and the potential for such pay-off must be built into the system.

The most appropriate approach appears to be one incorporating problem-solving for each manager almost at the outset. As each manager identifies problems constraining his ability to manage effectively, the Project Leader and Project Team must assist in the development and implementation of solutions wherever possible. As a rule, a general problem usually involves poor communication both vertically and horizontally. The LGMP process, through the establishment of objectives and monitoring of results, can improve communications almost from the outset.

In the longer run, if any management improvement program is to be successful, the organization itself must be able to identify and reward effective management. This potential, within the organization, is not as common as might be expected and may need to be developed as part of the change process.

f *There are tangible intermediate results.*

The experience of the LGMP demonstrates clearly that both council and administrators must be able to see some fairly immediate results of the change program. Results in terms of the LGMP would be objectives which have been accomplished either in terms of better service or improved management processes within the municipality.

Appendix II of this document describes in some depth the steps leading up to Project approval in each of the four Project Municipalities. As might be expected the approaches used were different in each municipality. This section of the paper analyzes the approval process under three headings:

- 1 the Local Government Management Project approach;
- 2 making a presentation to council; and
- 3 other municipalities.

1 The Local Government Management Project Approach

From its inception the approach taken by the LGMP Project Team was to develop a degree of interest and support for the proposed project on the part of administrators. For this reason the 1972 and 1973 seminars, mentioned in Appendix II, were conducted for senior administrators. It was hoped that if senior administrators felt that the proposed project was a good idea, they would work hard to elicit support in their municipalities at both the administrative and elected levels.

It should be noted that seeking support and commitment for a goal and objective setting process need not start at the administrative level. Elected officials could very well provide the driving force behind the launching of such a process. Administrative support could then follow. However, the logic followed in developing administrative support initially was largely influenced by the fact that it was administrators who wanted to change and who had the most significant role to play in having the Project approved in their respective municipalities.

The process used by each municipality in approving the LGMP varied considerably. This observation is not surprising since the LGMP followed standard approval procedure in each municipality, and these procedures varied considerably.

2 Making a Presentation to Council

The extent of council involvement in the approval process varied and was largely determined by accepted practice within each municipality. Presentations of one type or another were made to the elected representatives in each municipality. This varied from London, where quite detailed and specific discussions took place with Board of Control, to Ottawa where the Board of Control presentation was very brief. In St. Catharines, a formal presentation was made to members of council.

In the Regional Municipality of Niagara, there were elected representatives in the Task Group and thus discussions with council members were on a more ongoing basis.

Regardless of the degree of formality of the presentation of the Project to elected officials, the experiences of the LGMP show that the process must be explained briefly and clearly. In addition, questions must be anticipated and answered well. The main questions asked by council members during council presentations and illustrative responses given by the Project Team are contained in Appendix III.

As was indicated earlier, understanding on the part of council is most important for a major change program such as the LGMP. It must be clear to administrators that the council supports the Project and will provide support for the administrative staff.

In general, the presentations made to the elected representatives were well received and the sessions were successful. There was no significant negative sentiment about the Project from members of council in any of the four municipalities.

Four factors were significant in the councils' positive reception of the Project. These were a) administration support, b) composition of council, c) basis of funding, and d) the capabilities of the Queen's Project Team. Each of these factors is described briefly below.

a Administration support

The fact that the senior administrators in the municipalities strongly supported the proposed project was significant. It was this group which would have to devote valuable time to the goal and objective setting process and their eagerness was a definite signal to council that the proposed project had potential.

b The composition of council

The composition of the councils in the four municipalities was such that there was a fair degree of leadership, resolution, and uniformity of purpose. If a council had been traditionally split on major issues, the LGMP would, in all likelihood, have run into difficulty.

c Basis of funding

Basis of funding was also important. The four participating municipalities would pay 20% of the costs of

8 It should be noted that while the cost outlay of \$8,000 is small, the actual expenditure on the part of the municipality included other cost elements. These include the Project Leader's salary and associated expenses, office expense, the cost of the time spent by all managers in project related activity, etc.

the Project with the Province paying the other 80%. In effect this would mean a cost outlay of some \$8,000 per year. Thus, the investment in the Project was not significant and the potential benefits were large.⁸ It should also be noted that, as a consequence of the small investment, it is possible that members of council did not take the Project seriously. There is no evidence to support this latter point; however, it should be kept in mind when setting up similar projects.

d *The capabilities of the Queen's Project Team*

The council presentations indicated that the Queen's Project Team had the necessary technical skills to undertake the Project. The description of developments in local government, using the 'Circle Diagram,' indicated that the Project Team had spent a significant amount of time studying related undertakings and had a good understanding of management of local government. Unfortunately, a major pitfall was not apparent to the Project Team at the outset. Goal and objective setting efforts require more external consultant time than had been anticipated. Although the Project Team was able to provide most of the required consultant time it is now felt that this has been a major factor in the failure of other programs.

3 Other Municipalities

Appendix II of this report describes the interest of two additional municipalities in the Project during the Ministry approval stages. One of these municipalities (Region A) requested that the Project Principals make a presentation to council. The purpose of the presentation was to explain the proposed project to council and to determine the degree of support for such a project.

The presentation to the council in Region A was not an effective one. Council did not obtain a good understanding of the Project and the degree of interest was low. This presentation, although not effective, was important because of the lessons learned, since it was made in advance of the presentations in the four Project Municipalities and had a significant impact on how the subsequent presentations were made.

Appendix IV contains some guidelines to consider in making council presentations.

In order to ensure that the Project was successfully implemented, certain key areas required sensitive consideration. The particularly important areas were:

- 1 different perceptions of what the Project is and what it can do; and
- 2 the fit between the LGMP and other organizational activities.

1 Differing Perceptions of the Project

The purpose of the LGMP is to assist managers in the performance of their jobs; therefore, for the Project to be successful the involvement and support of senior administrators was considered crucial. The Project Principals considered it most important to understand the perceptions of those key individuals who were influential in having their municipalities become involved. If the perceptions of the Project for these individuals were different than those of the Project Principals, and their needs were not met during the early phases of the Project implementation, then the Project had little chance of success.

For example, a senior administrator may see the LGMP as a means of facilitating a programmed budgeting system or for gaining greater management control. If, during the early stages of implementation these needs are not satisfied, or if the Project is not seen to be moving towards the satisfaction of these needs, frustration and opposition could emerge.⁹

It is possible, when these perceptions are understood by the change agents, to change both the characteristics of the process and the perceptions or needs of the senior administrators to reach a satisfactory compromise. This in fact did happen, as will be outlined in more detail in subsequent reports.

The perceptions of senior administrators can be obtained by both observation and interviewing and thus their needs can be identified. Some individuals are quite 'open' regarding their perceptions. For others, it takes careful observation and inferences by the change agent.

Following are some examples of perceptions of the LGMP, held by both elected and appointed officials in the Project Municipalities, which could have an impact on the Project in its later stages.

- a An elected representative saw the LGMP as a method of getting citizens involved in the planning process. Questions at various briefing sessions were directed at public participation in goal and objective setting. The Dallas, Texas experience and similar experiences obviously related very directly to the individual's needs whereas the LGMP process did not.

- b One senior administrative official saw the process as a way of moving the municipality's financial system much more quickly towards a planned, program budgeting system (PPBS). The experience of municipalities which developed goals and objectives as a product of a PPB system had an impact on this individual's thinking.
- c A chief administrative officer saw the LGMP process as a way to move the senior administrative group towards a corporate or team management approach. The fact that the senior management team would be working together in determining the goals of the various departments as well as the role of the senior management team was most meaningful to this individual.
- d Another senior administrator saw the LGMP as a method of improving the delegation within his own department. If the Project could improve delegation and thus leave the person more time to do longer-term planning, this person's expectations would be met.
- e Other senior administrative officials and elected representatives saw the LGMP as a 'common-sense' way of improving the management and the decision-making processes of their municipality. If the Project could do this then it would be worthwhile.

The above discussion does not imply that these perceptions were not congruent with the aims of the LGMP. In fact, the last three illustrative perceptions are very much in line with the Project's intentions. The initial two are more peripheral to the main thrust of the project, particularly during the first two years. A preoccupation with control can, in fact, hamper the effective implementation of the program.

2 The Fit Between the LGMP and Other Organizational Activities

The LGMP encourages a comprehensive management system, integrating new ideas and ongoing management activities in complex and fast changing organizations. A sensitive understanding of these activities is needed to assess their impact on the change process and to encourage an optimal interface. This may mean scheduling the changes so that they integrate smoothly with other activities.

At the time the Project was approved, a number of other

⁹ This discussion refers only to understanding the needs and perceptions of those who were responsible for bringing the Project to their municipalities. As will be seen in the next publication, it is important to develop an understanding of the perceptions of all organizational members, both appointed and elected.

events were occurring which were bound to have an impact on the Project. In London, a new Chief Administrative Officer had been appointed; a management consulting firm had been hired to undertake a study of the organization structure and the salary/classification system; a management committee of citizens had been appointed to examine the administrative-political structure of the city; a municipal election had been held and the members of the Board of Control who steered the Project through council did not run for re-election.

This amount of activity, taking place at the time of initial implementation, resulted in a decision to postpone the implementation of the Project at City Hall. The Project did proceed, however, within the Police Department.

In the Regional Municipality of Niagara, the Project was ready to proceed at the same time as a consulting firm was reviewing the structure of the engineering department and the salary/classification system within

the entire administration. Thus, the Project implementation was delayed for a short period. In St. Catharines, a new City Administrator was appointed during the approval phase of the Project. Since he was solidly in agreement with the philosophy of the Project, no delay resulted.

More will be said about the impact of these events in succeeding reports. The point has been made here that the timing and impact of other activities and events on a municipality must be anticipated and assessed as far in advance as possible, in order that they can be integrated within an overall management change process, such as the LGMP.

This section deals with the decisions that were made regarding the municipality's administration of the Project, that is, the formation of a Task Group and the appointment of a Project Leader. Decision areas will be:

- 1 the council/administration mix of the Task Group members; and
- 2 the position and role of the Project Leader.

1 The Mix of Task Group Members

Although all four Project Municipalities formed Task Groups, the Task Group of the Regional Municipality of Niagara was the only one which included elected representatives among its membership. This Task Group, which consists of the chairmen of the four standing committees, all department heads and the Project Leader, has worked very well. It is also noted that support for the Project at the elected level was greatest in the Region of Niagara during the early stages. One or more of the elected representatives on the Task Group attended all of the initial training sessions, and all have been actively involved in supporting the Project.

This is not to say that the Project was significantly hampered by the lack of involvement of elected representatives on the Task Group in other Project Municipalities. Based on the experiences to this point, however, the Project Team would recommend that, unless there are strong negative reasons, elected representatives should be included on a Task Group. At least a few elected representatives become knowledgeable about the Project in that way and are better able to understand the contributions that council can make to the improvement of communication and management processes.

2 The Position and Role of the Project Leader

The effectiveness of the Project Leader has a major influence upon the successful implementation of the change process. This section presents an analysis of the position and role of Project Leader and includes:

- a the development of the concept of Project Leader;
- b the evolution of the role;
- c the extent of involvement in the Project;
- d the effect of organizational location;
- e the characteristics which seem to influence Project Leader effectiveness; and
- f the initial training and development.

a *The Concept of a Project Leader*

Background investigations led the Queen's Project Team to recommend the creation of the position of Project Leader or Project Manager for each of the Project Municipalities. This recommendation was based on the belief that a Project of the magnitude of the LGMP would require extensive local attention by a knowledgeable and respected manager if it were to be implemented effectively. Further, it was felt that at least one individual from each municipality should become technically proficient as a trainer and adviser. The experiences of the Project Municipalities to date confirm that a Project Leader is crucial to any municipality introducing a similar process.

Quite apart from the liaison relationship with Queen's, the Project Leaders in the four municipalities played a very important role in the early stages of the Project. Their positions within the municipality allowed them to devote attention to the specific actions required in the interface between the Project and their own municipality. To accomplish this they not only had to become familiar with the system of goals and objectives but also with the process of bringing about change in an effective manner.

The creation of the position of Project Leader also tends to lend credibility to the process being introduced because it indicates a commitment by top administrators. This helps to secure involvement and support throughout the organization. The organizational prestige of the individual selected is important in this regard.

b *The Evolution of the Role of the Project Leader*

The roles played by the Project Leaders in the four municipalities did not differ significantly even though the extent of involvement in the Project, the location in the organizational structure and the background and experiences of the Project Leaders differed considerably. That is to say the roles (or goal statements) determined by the four Project Leaders were very similar; however, the way each Project Leader approached his role and was effective in achieving his goals varied considerably. The following provides examples of a Project Leader's goal statements.

PROJECT LEADER'S GOAL STATEMENTS

To plan and develop the method of implementation and progress of the LGMP in conjunction with Queen's University and the municipal Task Group to ensure its success.

To ensure that the Task Group, the Ministry, and Queen's are fully informed and aware of all developments concerning the program.

To continually develop the knowledge and skills required to provide expertise and leadership to the program participants.

To devote sufficient time and energy to the program so as to meet the requirements of the program participants.

To provide information and publicity on the LGMP within the municipality to all interested parties.

c The Extent of Involvement of the Project Leader

The decision to designate an individual as a Project Leader raises the question of whether the position should be full or part-time. During the exploratory sessions with each of the Project Municipalities, the Project Team recommended that the Project Leader be a full-time position.¹⁰ At that time it was felt that this position would be necessary for at least the first two years of the Project and possibly, if the municipality continued to develop the process to the extent originally envisaged, the position might be needed for the duration of the Project.

The Project Team realized that the employment of a full-time Project Leader, particularly when it involved the creation of a new position, was not without its difficulties. A major problem was the cost of a full-time position involving a person who was presently a senior member of the administrative staff. Further, the appointment of a full-time person of such stature creates the problem of replacement for his present job and of his reintegration within the organization once the responsibility ceases to be full-time.

As has been noted, only one municipality (London) designated the Project Leader's position as full-time. The City of St. Catharines appointed the Assistant to the City Administrator as Project Leader. This position, and the incumbent were already in place, and the task

involved shifting responsibilities so that he could devote most of his time to Project tasks.¹¹

The remaining two municipalities both choose part-time positions. In both cases the decision was made by the individual who had been instrumental in involving his municipality in the Project. This decision to choose the part-time position was partially based on the fact that it would be difficult to get a full-time position approved. More important, however, was the fact that individuals making the decision had particular people in mind for the position of Project Leader and these persons, both of whom were senior administrative staff members, could not be spared on a full-time basis. Thus, this decision meant that the Project Leaders in Ottawa¹² and the Regional Municipality of Niagara would also be actively involved in major management responsibilities.

The experience to date indicates that the variable of Project Leader involvement, whether full or part-time, does not appear to be a critical variable in the effectiveness of the Project. The two part-time Project Leaders have been able to cope with the responsibilities of the job.¹³ This coping has included extensive delegation of non-Project as well as Project tasks, reliance on members of the Project Team, and general innovativeness in accomplishing Project related tasks.

As far as the two part-time individuals are concerned the key seems to be the fact that they were good managers to begin with and have been able to handle both the Project tasks and their own jobs. There is no question that the addition of the Project to their tasks has added significantly to the overall time demands of their jobs. Both individuals, however, are fully committed to the Project and are determined that it will progress in spite of the increased demands. The way in which the added burden is managed by these individuals over the longer term will be monitored closely.

In summary, the experiences of the four Project Municipalities to date indicate that the Project Leader's ability to get the job done is not related to full or part-time involvement. There would, however, appear to be a strong correlation between the job done and the ability of the individual.

d The Effect of Organizational Location

The experiences of the four Project Municipalities to date indicate that the most important consideration in locating the Project Leader is that he report to the person who was influential in initially involving the municipality in the Project. This person has a vested interest in ensuring that the Project is a success and has, in his own right, significant influence in the municipality.¹⁴

In summary, the Project Leader could be located anywhere within the organization. The important dimension is that he report to or work closely with a person of significant influence who is committed to the Project.

e The Characteristics of the Project Leader

Appendix v provides a brief biographical sketch of each of the four Project Leaders. These sketches indicate very different backgrounds.

10 Full-time was defined as a person who would spend all, or at least 75%, of his time on the Project.

11 It should be noted that the initial Project Leader in St. Catharines devoted most of his time (before the start of the Project) to the management of a federally funded Neighbourhood Improvement Program (NIP). After being appointed Project Leader he continued to oversee the NIP although this took a smaller portion of his time. Once the Project got underway he spent 80-85% of his time on the Project and the remainder on the NIP or other periodic assignments.

12 In Ottawa the decision was made to locate the Project Leader in the position of Manager, Administrative Services Branch, Department of Physical Environment. At the time of the Project approval this position was vacant. The Commissioner of Physical Environment considered the skills necessary for the Project Leader in making the selection of the new manager for the Administrative Services Branch.

13 Over the course of the first year of the Project one of the part-time Project Leaders has spent an average of 40% of his time on the Project. The other part-time Project Leader has spent an average of 15% of his time on the Project. In the latter instance, however, the Project Leader had a larger support staff.

14 Both St. Catharines and London had a change in the chief executive office after the start of the Project.

An analysis of each of the Project Leaders, based on observations in a variety of situations, indicates that two characteristics appear to be important in an effective Project Leader. The first characteristic relates to the individual's background and experience; the second relates to the personal make-up of the individual.

With regard to background and experience this can refer to either formal management education or experience in municipal operations. Two of the Project Leaders had very little experience in municipal government. However, they did have a good understanding of management concepts and practices and the application of such concepts and practices to municipal government. One had developed his understanding through formal schooling (a Master of Business Administration degree) and the other through extensive application of management principles in another setting.

One of the other two Project Leaders had a background that consisted of a sound educational background as well as six years experience in municipal administration, five years at the provincial level and one in a municipal setting.

The fourth Project Leader had relatively little background in management theory per se, but had a wealth of background in municipal government, having occupied a number of positions throughout his career. This experience plus a commitment to the processes being introduced has made this individual effective in carrying out the Project Leader role.

In summary the Project Leader's background is felt to be an important ingredient for a successful operation. This background can involve a solid grasp of management theory and how it can be applied, or can involve solid practical experience in municipal administration in a number of positions. Neither one of these two dimensions was found to be more important than the other.

The second important characteristic is a more elusive one – that of the personal make-up of the Project Leader. The individual needs to possess a sense of maturity, an ability to work with and influence others, and a high degree of modest confidence in his ability to do the job.

In a job such as Project Leader, position power is of very little use. Rather, the ability of the person to develop an effective working relationship with his superiors, his peers in other departments, and with other administrators is essential. Because he often has little position power he must sometimes assume power, which means that he must have a propensity to take risks.

In terms of maturity, the individual should not be an overly sensitive person but must have an understanding of and belief in the Project and be able to perceive how various individuals see the process both at the administrative and the elected levels. In other words, he must be a perceptive individual. He must also be a strong person who can withstand conflict and controversy because he must be able to answer criticisms and convey the meaning of the process to other people.

One other characteristic which has become evident in observing the successful Project Leaders in action is that they have developed, each in their own way, a high degree of innovativeness. The Project Team worked with the Project Leaders, assisting them in becoming familiar with the goal and objective setting process and in finding ways to implement it in their municipalities. The Project Leaders, however, did a number of things, beyond those which were formally discussed, that have had a significant and positive effect on the Project in their municipalities.

These innovative contributions have covered a broad range of activities from a periodic internal newsletter, to holding mini-seminars for lower level personnel, to briefing sessions for key elected officials, and so on.

In conclusion, as can be seen, the Project Leaders can be very different people. Both their backgrounds and their personal make-up seem to be important ingredients, however, and are certainly crucial factors in the success of the change process.

f The Project Leader's Initial Training and Development

As outlined in Part 1, a one-week orientation seminar was conducted by the Project Team at Queen's for the Project Leaders, as well as a number of other individuals in the Project municipalities and provincial government officials. The purpose of the seminar was, firstly, to familiarize the Project Leaders with a variety of approaches to improving municipal government operations and, secondly, to explore the goal and objective setting process in detail.

In retrospect the seminar was successful in achieving its first purpose but not as successful in achieving the second. The participants left the seminar with a heightened awareness of how a variety of municipalities have followed specific approaches to improving their effectiveness (program budgeting, performance measurement, organization development, etc.), and why it is important to view these separate approaches as part of the overall process of goal and objective setting. They did not, however, leave with a clear understanding of the nature of the LGMP. This was in part due to the fact that not enough emphasis was placed on the LGMP and the fact that understanding really only takes place in the most effective manner once the actual process begins to evolve.

The orientation session indicated the importance of having the Project Leader develop a general understanding of recent developments in the application of a variety of approaches to the improvement of the operation of municipal government.¹⁵

15 As the Project developed, more specific training sessions were conducted for the Project Leaders to expose them to the more practical aspects of the LGMP. These sessions will be described in the second documentation publication.

33

The previous part of this publication provided an analysis of the major events of the LGMP to 1974 and drew a number of conclusions relating to the introduction of the LGMP processes in the four Project Municipalities. Each of these municipalities has its own unique characteristics and all are among the more populous municipalities in Ontario. One of the aims of the Project is to provide guidelines to other Ontario municipalities, not only with respect to the LGMP processes, but in relationship to the introduction of other types of organizational change. This part of the publication attempts to provide a number of such guidelines.

The suggested guidelines for other municipalities can either very specifically relate to the experiences of the LGMP or they can be more general in nature and relate to the management of organizational change in local government. A number of the major areas of change have been identified in another LGMP publication.¹⁷

The broader more general approach will be taken throughout the various documentation publications to ensure, where possible, their relevance to other municipalities. Lessons clearly related to the LGMP experience will be so identified. Where guidelines are more in the form of suggestions based on educated conjectures these also will be identified.

In this initial part of the documentation the scope of comments will be largely limited to the early LGMP experiences and will deal with the perceived relevance of these experiences to other municipalities.

This discussion of implications and guidelines for other municipalities will be divided into the following sections:

A The Applicability of the LGMP Process to Municipalities of Different Sizes; and

B Municipal Decisions and Actions in Preparing for Organizational Change

Section A will identify a means of classifying municipalities that will relate the LGMP methods to the different municipal classifications. Section B will identify factors that municipalities must consider before implementing an organizational change process.

16 The authors are indebted to Mr. T.J. Plunkett, Director, Institute for Local Government, Queen's University, and Mr. W. Hooson, also of the Institute, for their helpful suggestions in this part of the report.

17 The major areas of organizational change identified were: goal setting, performance measurement, management information systems, systems analysis, financial resource management, organizational development and human resource management, labour relations, restructuring and reorganization, community data base, and the planning process. These developments are discussed in *Developments in the Management of Local Government: A Review and Annotated Bibliography*, and can be ordered by using the Publication Order Form located at the end of the publication.

A The Applicability of the LGMP Process to Municipalities of Different Sizes

While it is accurate to say that each municipality is unique, it is also possible to find some general criteria whereby municipalities vary in a relatively uniform manner. Among these are population, number of employees, and political structure.

Each of these criteria will likely have an influence on the type of organizational change process which will prove most effective for a particular municipality. Population does, however, appear to be the best index. Population has a major influence on several other criteria including number of employees, per capita income, number and quality of managers, number and complexity of problems faced, etc.

A rough rule of thumb is that a municipality will employ between eight and ten employees per 1,000 population. The number will vary somewhat by jurisdiction and by the different services offered by the municipality.

Using this rule of thumb, a city with a population of 40,000 would have approximately 350 employees. Further, this number of employees would suggest four or five department heads with perhaps a chief administrative officer. Thus, this hypothetical municipality with five or six senior administrative officials has a need for overall administrative co-ordination and could benefit from LGMP experiences as well as many of the major organizational change processes outlined above. Smaller municipalities would probably not have the need for extensive administrative co-ordination, and, therefore, would not benefit from all the LGMP methods. Certain processes should, however, be applicable and beneficial to a large number of municipalities.

To develop some insight into the applicability of the LGMP methods or other organizational change processes to municipalities in Ontario, Table II was prepared. This table shows the number of municipalities in Ontario by population. Ontario has 30 lower-tier municipalities with a population of 50,000 or more. Of Ontario's lower-tier municipalities 689 have popula-

tions of under 10,000. The 30 municipalities with populations of over 50,000 contain 62% of the population of the Province.

The upper-tier municipalities in Ontario are shown separately on Table II. While they are separate organizational units, their population figures are included, for the most part, in the 793 lower-tier municipalities.

1 Applicability of the LGMP Processes

The LGMP processes are relevant to municipalities, other than those involved in the Project, in three possible ways.

- a A large number of the processes can be applied across the whole municipal organization, or a large part of that organization. In this instance all departments and council would be involved in such a way that the processes involved are integrated to become the focal point for improvement and change in the municipality.
- b Some processes can be applied by individual managers to their managerial jurisdictions. In the absence of the involvement of the organization as a whole such individuals can make use of some aspects of the process to improve their own effectiveness and the effectiveness of those who work for them.
- c Some processes can be applied to the area of intra-municipal co-operation between various jurisdictions in the same municipality.

Each of these areas will be briefly examined.

TABLE II
POPULATION OF ONTARIO MUNICIPALITIES
(1974 DATA)

	Under 10,000	10,000- 25,000	25,000- 40,000	Over 50,000	Total
Lower-Tier Municipalities					
Village, Towns, Townships and Improvement Districts	689				689
Townships		18			18
Cities and Towns		41			41
Cities			15	30	45
Total	689	59	15	30	793
Upper-Tier Municipalities					
Metro Toronto					1
Regional Govts.					13
Counties					27
Districts					1
Total					832

Source: Municipal Directory 1975, Ministry of Treasury, Economics and Intergovernmental Affairs, Ontario.

a Organizational Applications

Applied across the organization, LGMP processes can contribute to better management in terms of overall direction, co-operation and co-ordination in the efficient and effective delivery of services. In this context, the processes would be developed and integrated throughout the entire organization over time, commencing with the senior management group. This development would, of course, require council approval. The extent of council involvement will vary from being kept informed to active participation.

The senior management group would use the team building aspect of the process to develop inter-departmental co-ordination which in turn could lead to the initiation of methods directed towards the development of corporate objectives. These methods could be extended to other levels of management to provide better intra-departmental co-ordination and communication. An integral part of this process would be the provision of better information for individuals at all levels of the local government — both elected representatives and administrative personnel.

As might be expected, the organization-wide benefits of the LGMP process are greatest for larger municipalities, that is those with populations of 50,000 or over. However, there are benefits to be gained from organization-wide application to smaller municipalities, particularly in the areas of planning, and the development and utilization of adequate information for both council and the administration.

b Individual Manager Applications

The second application of LGMP processes is individual in nature. Regardless of the organization's willingness or ability to make use of LGMP methods across the organization, the individual manager can do a number of things to improve his own effectiveness and thus the effectiveness of those under his direction. Each manager can develop goals and objectives to improve his operation. He can also take steps to improve decision-making by obtaining and using better information, as well as initiating communication with other managers to improve processes and procedures in mutual support areas.

The goal and objective setting process can be of assistance in assessing the pattern of delegation within an area of responsibility. By using goals and objectives for himself and his subordinates the manager can not only make the best use of his time but can also provide development opportunities for his subordinates.

Individual managers can use LGMP processes in any size of municipality to improve their own management capability even when other managers do not see the need for improvement and do not get involved in the process.

c Intra-Municipal Applications

A third way in which the LGMP processes may be relevant is in the area of intra-municipal co-operation between various jurisdictions in the same municipality. This use would involve a type of overall planning and

co-ordination within the municipality (termed strategic planning by the LGMP). Organizations which would most likely become involved in such a strategic planning process would be the educational institutions, hospitals, utility organizations, police departments, libraries, and other community bodies, agencies and boards. The aim of such a planning process would be to develop an overall approach to the development of the community. The planning process would most probably be self-initiated (with the possible aid of advisers) and would be conceptually quite different from the currently existing regional governments in Ontario. This third application of the LGMP process will be discussed in more detail in subsequent publications.

2 Applications to Municipalities of Different Sizes

Table III summarizes the organization-wide and individual manager application of LGMP processes by size of municipality using the population classifications developed in Table II. The discussion to follow is based on Table III and will examine the application of these

processes under three headings: municipalities with populations of over 50,000, (30 in number plus 14 upper tier municipalities); municipalities with populations between 10,000 and 50,000, (74 in number plus the remaining 28 upper tier municipalities); and, municipalities with populations under 10,000, (689 in number).

a *Municipalities with Populations in Excess of 50,000*

Municipalities with populations in excess of 50,000 can effectively use most LGMP processes to improve overall organizational performance as well as individual manager performance. In Ontario there are 44 municipalities in this group (the 30 lower-tier municipalities as well as Metropolitan Toronto and the 13 regional governments.)

It is felt that these municipalities have the necessary number of managers so they can benefit from developing an overall organizational or 'corporate' manage-

TABLE III
APPLICATION OF THE LGMP PROCESS
TO MUNICIPALITIES OF VARYING SIZES
(Lower Tier Municipalities Only)

Applications of the LGMP Process	Size of Municipality by Population			
	Under 10,000	Between 10,000-25,000	Between 25,000-50,000	Over 50,000
Individual Applications	Application limited to individual manager	Application primarily for individual manager	Application to individual manager as well as his department personnel	Application to individual manager as well as his department personnel
Organizational Applications	Concepts are applicable to guide councillors particularly in relationship with a Region & the Province	Concepts are applicable to guide councillors, particularly in relationship with a Region and the Province	More specific application (inter-departmental co-ordination)	Specific Application
Number of Municipalities	689	59	15	30

ment perspective.¹⁸ The senior administrative group in these municipalities can benefit from taking a corporate perspective as opposed to the traditional departmental perspective. The identification and resolution of corporate issues will provide direction for the various levels of management below the senior management team. Also, the process provides better information for use in council policy formulation.

One of the lessons which has been learned to date is that the LGMP methods, if they are to be used across the organization, must be developed and perceived as an integrated process and not seen as a variety of individual, seemingly unrelated techniques. One of its benefits is that the LGMP processes act as catalysts, drawing various parts of the organization together.

Thus, while the LGMP uses goals and objectives as the primary form of intervention, the total process goes far beyond the development of goals and objectives. The development of meaningful performance measures, the refining of the management information system, the use of organizational development and human resources management processes, the evolution of a comprehensive or corporate plan, the possible revision of organizational structure, are all part of the LGMP processes and are integrated into an overall process as the particular circumstances warrant. In order to achieve any real success there must be a focus similar to that developed by the LGMP for all organizational and management development processes in the municipality, which can integrate and combine all these efforts to improve management.

The introduction of an integrative process with the characteristics of the LGMP requires strong leadership and support from one or more influential individuals in a municipality which actively supports the process. This support is needed to stimulate interest and involvement in early development stages until such time as leadership and support at all levels develops throughout the organization.

For continued support, of course, the process must meet some specific needs of managers at all levels including the elected representatives. In the case of the LGMP,

senior management must assume the integrative, coordinative function as the Project phases out. In other municipalities, senior managers must initiate the integrative process at the outset.

As the next documentation report will emphasize, where the process is to be used in an organization-wide application, the starting point should be with the senior management group. An orientation-workshop can provide a useful way to familiarize the senior management team with the principles of the process, and can provide an opportunity for them to determine where they are in their development and operation as a management team. With this internal team appraisal in mind, subsequent workshops and counselling sessions can concentrate on areas where improvement is needed.

In summary, municipalities in this population category can use LGMP processes in an organization-wide sense. Smaller municipalities in this group (50,000 to 150,000) can begin the measurement of performance in particular areas, whereas larger municipalities with more resources can develop more widespread and detailed performance measures and information systems. These larger municipalities should also consider the appointment of a Project Leader on a part-time, if not a full-time, basis.

In addition to the internal leadership and stimulus, it is felt that there is a need for some degree of external influence or stimulus to get the process under way. In the LGMP this stimulus was provided by the Project Team from Queen's University. The use of other sources of external stimulus will be discussed later in this section.

In some large municipalities there may not be the perceived need or the necessary support to use the integrative aspect of a process similar to the LGMP across the organization. At the same time there may be one or perhaps more managers who can see the beneficial aspects of the LGMP processes and who want to do something on their own.

In such situations, these managers can develop the process in their own departments, and use it to improve the management and performance of the department. The successful use of some of the processes in one department is bound to have an impact on other departments. Thus, over time, the processes could go from a departmental (or sub-departmental) application to a complete organizational application.

18 The term 'corporate' refers to the overall management of the responsibilities which fall within the municipal councils' jurisdiction. This term is discussed in the Project publication *Developments in the Management of Local Government*, and will be referred to more extensively in subsequent publications.

b *Municipalities with Populations Between 10,000 and 50,000*

For cities and towns with populations between 10,000 and 50,000, it is felt that methods similar to those developed by the LGMP can be applied across the whole organization.

Cities and towns in the 10,000 to 25,000 range, particularly those closer to 25,000, could use the goals and objectives process as a way of thinking. Municipalities in this population grouping are beginning to feel the need for more co-ordination among the various organizational units. Informal workshop sessions concentrating on departmental and interdepartmental goals and objectives would likely result in benefits for the management of the municipality. Further developmental work could include refinements to the information system both for council and administrative purposes.

Time pressures on the department heads of these smaller municipalities are great, since they are called upon for a good deal of technical detail work, and it is likely that extensive outside assistance would be necessary. This matter will be discussed later in this section.

Cities and towns in the 25,000 to 50,000 population grouping can benefit more directly from the organizational application of goal and objective setting. In this population grouping there will probably be one or more professional persons (for example, an engineer and/or planner) at the senior management level, along with a Clerk-Treasurer and perhaps a Personnel Officer, all of whom could be operating under the direction of a Chief Administrative Officer. In such cases, given the necessary internal and external guidance and support, these municipalities can begin to develop a senior management group through the aid of LGMP processes.

The larger the municipality the greater the need will be for a systematic approach to the use of information. In most cases, however, managers will need better information and will require help in its development. Also, there will most probably be a need for the development of inter-municipal co-operation and also co-ordination and co-operation between various agencies in the municipality. The LGMP processes have relevance to these needs.

c *Municipalities with Populations under 10,000*

The largest group of municipalities in Ontario is those with populations of under 10,000. The primary benefit of the LGMP process for these municipalities would be at the conceptual and individual manager level. It would provide each manager with the opportunity to improve his own work through the clarification of his role and responsibilities. This could help with work delegation. In addition he could be provided with assistance in the development of more adequate information. The relevance of LGMP concepts for inter and intra-municipal co-operation, also applies to municipalities of this size.

Such uses of LGMP methods would be beneficial but would require initiative and determination on the part of the manager. He would probably require assistance in applying the methods to his own position. For smaller municipalities this assistance could be offered through management development courses.¹⁹

These individual applications of the goal and objective setting process would also apply to the 18 townships with populations between 10,000 and 25,000, and to the 27 counties and one municipal district in Ontario.

¹⁹ The Project Team has developed a set of training modules which may be useful as a reference for designing management training programs.

B Municipal Decisions and Actions in Preparing for Organizational Change

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This section deals more specifically with the processes that require consideration by a municipality which is attempting to bring about organizational change. In the course of the early stages of the Project many new lessons were learned and older ideas verified. The following is an attempt to draw together the most important factors. Represented are a number of needs which the Project Team believes must be considered before an organizational change process can be successfully implemented in a municipal government setting. The needs represented here are not intended to supercede the characteristics which Beckhard has outlined as being associated with successful organizational change. These characteristics, which were detailed in Part II, are most useful for helping a municipality to gauge its readiness for successful change. The intent here is to identify those needs which were found to be most important in the experience of the Project. They can be considered as complementary to Beckhard's characteristics.

The needs identified by the Project as being important prerequisites to implementation are as follows.

- 1 The need for an understanding of and sensitivity toward the organizational environment.
- 2 The need for involvement and an integrated approach by the senior administrators.
- 3 The need for involvement and approval of council.
- 4 The need to designate resources over the long term.
- 5 The need for a future oriented perspective.
- 6 The need for an atmosphere that encourages change.
- 7 The need for an internal co-ordinator or consultant.
- 8 The need for capable outside advisers.

1 The Need for an Understanding of and Sensitivity Toward the Organizational Environment

The Project Team has carefully studied a number of successful and unsuccessful projects and has concluded that most of the difficulties encountered by unsuccessful programs were due to methods of implementation. Such projects were introduced too quickly or failed to take a variety of considerations into account. Many projects, for example, failed to take into account the behavioural phenomena which occur as part of any change program. A number of attempted change programs such as planned, program budgeting have not been successful because of the lack of sensitivity in adapting the change to the organizational environment on the part of the change agent. Often, standardized programs, which simply did not fit, were introduced

into a local government organization with no local government adaptation.

The Project Team felt strongly about the need for an in-depth understanding of the environment of the four Project Municipalities. Although the prime initial focus of the LGMP was on the setting of goals and objectives, the process was seen as being flexible and adaptable to the particular needs of each of the four Project Municipalities. As it has evolved, rather than having one LGMP there are in fact four LGMPs, each one varying to fit the needs of the relevant municipality.

The differences have arisen partly because the original project strategy had to be adapted to fit in with the existing management practices. This adaptation is important in order to preserve continuity.

Given this degree of adaptation, it is very important to understand the municipality in which such a process is integrated and co-ordinated. This means understanding not only the systems which are being used by an organization to accomplish the main tasks, or the organizational climate at the time of implementation, but also understanding what other things are occurring at the same time as the project is being introduced.

A sensitive understanding of these other activities, as well as an assessment of their impact on the process, will provide meaningful insight into how they can be interfaced with the change program.

It is also considered to be very important to assess how various key people see the process before the implementation commences. The perceptions of the key people will influence their behaviour and actions during the implementation stages. The extent to which the process can be adapted to meet the needs of key individuals will go a long way toward obtaining continued managerial support. Of course, the perceptions of managers must be realistic and attuned to both long range effectiveness and to aims which the Project can achieve.

It is critical that both elected and appointed officials not expect too much too soon from the process. This being the case it is important to proceed very slowly and carefully and to develop an appreciation for the process over time. By following this strategy there will be less danger of managers developing unrealistic expectations about the Project's ability to deal with a wide variety of problems in a short time period.

In summary, for any change project, such as the LGMP, it is critical that the external adviser (change agent) not only have a good understanding of the field of local government and of change-process alternatives, but also have a sensitive understanding of the municipality.

2 The Need for Involvement and an Integrated Approach by the Senior Administrators

As has been mentioned in Part I the Project Team was interested in having one municipality involved on the basis of only one or two departments, rather than having all departments involved in goal and objective setting at the outset. This was in order to assess the differences between municipalities using partial versus full approaches.

The experience of the LGMP to date indicates that, while it is possible to develop a useful goal and objective setting process within one department, it is far more beneficial if all departments become involved at the same time. The reasoning which led to this conclusion will be discussed in more depth in subsequent analyses. Some initial observations at this time, however, may prove helpful to other municipalities considering the introduction of similar processes.

Having all departments involved in the process means that all managers at the same level are introduced to the principles and practice of goal and objective setting at the same time. This aids greatly in having managers develop a common understanding and use of the process. Also, initial training workshops with all departments present tend, not only to increase communication among departments, but also to highlight areas of mutual interest and concern.

There is a high degree of interdependency between various operating departments and support departments such as finance and personnel. Workshops with all departments represented, help to increase awareness of each other's problems and have the potential to improve co-ordination. It is vital that interrelated departments understand not only their own goals but also the goals of other departments. This understanding is greatly facilitated by having all departments involved in this process.

The importance of full involvement becomes apparent if there is a desire on the part of the Chief Administrative Officer and/or senior administrative group to move towards a corporate management or team management approach. Corporate management has received a great deal of attention recently. Whether or not municipalities have corporate goals and objectives it seems clear that there is a need for the development of a management approach which encourages and rewards co-operation among departments. Such co-operation is greatly aided by the existence of a senior management group.

A more practical reason for encouraging full involvement is the frequency with which departments undertake duplicate programs, or buy duplicate equipment. For example, a planning department, an engineering department, and a fire department, might all be involved with the updating of similar information. A personnel function might be established within an operating department, or several departments might purchase small computers. An integrated cross-departmental approach to goal and objective setting would highlight these duplications.

An integrated approach is also needed for the co-ordination of the various approaches to change and development which will take place across the organization, e.g. the budget processes may be changed to co-ordinate with user information and communication needs, or the financial objectives may be changed to fit in with the management objectives. The organization could develop a perspective which will allow for such cross-departmental integration. This means taking an overall approach to problem identification and solution rather than seeing them from a departmental viewpoint.

An administration working as a team is better able to deal with modern problems that frequently cross traditional departmental lines. It is also able to supply council with advice and recommendations which have the advantage of input from all administrative areas. The determination of goals and objectives on a corporate basis is almost completely dependent upon the existence of an administrative team which can supply co-ordinated recommendations to council.

In summary, certain advantages accrue to municipalities which involve all departments in the goal and objective setting process at the same time. This does not mean that it cannot work under conditions of partial involvement but influence upon other management areas will be limited in that case, since goal and objective setting will not form part of a total management process.

Where partial involvement is desirable it is essential that the main operating departments (public works and community development) be part of the process. Support departments would not proceed too far on their own.

3 The Need for Involvement and Approval of Council

As noted previously, the LGMP was introduced at the top administrative level in each of the four Project Municipalities. It was concluded at the outset, and is still felt by the Project Team, that administrative familiarity with the process and support for the techniques is critical for successful implementation. Corporate management behaviour must be initiated by full-time experienced managers and they must supply alternatives and recommendations for approval and revision by the elected body.

Thus, the education process, may begin with the administration, but elected support, leadership and understanding is also crucial at an early date, preferably prior to implementation.

The ultimate success of the LGMP, or processes similar to it, depends upon council approval, support and involvement. If an administration wishes to develop an LGMP approach in an organizational sense, and council can see some benefits, it is likely that council will at least give approval. However, before the process can include corporate planning and corporate goals and objectives approved by council, council's full involvement with the process is necessary. This means that council needs to reflect a real interest and involvement in the improvement of municipal management in general.

In all four Project Municipalities the administration was instrumental in initiating the process and getting it approved. However, processes similar to the LGMP can very well be initiated by members of council. Council members can develop the needed support and can play a very important role in overseeing and assisting in the development of the process in the municipality.

In smaller municipalities, council, or certain individuals on council, will probably need to play a more active role in introducing the idea and supporting the process once it is started. Thus, the role of the elected representatives can be very important for smaller municipalities. This role can vary from giving encouragement to other councillors and administrators to learn more about the processes, to discussions with members of the implementing staff and perhaps direct involvement in the implementation of the processes. This support could also include the approval of administrative attendance at management development seminars.

Council members can play an important role in smaller municipalities in stimulating ideas and in pointing administrators in a certain direction. In larger municipalities, although elected representatives can play an important part, much of the onus for stimulation may well rest with the administration. Council involvement in the LGMP subsequent to the approval stages is very important and will be discussed in subsequent reports.

As far as gaining council approval is concerned, the importance of careful planning of the approval process for a project such as the LGMP cannot be over-stressed. The understanding and impression which members of council have of the process at the outset will carry over to the implementation phase, and it is important that impressions are based on accurate information. Time spent in discussing the pros and cons of different approaches to, and aspects of, the approval process, would be time very well spent.

To ensure council support, leadership and involvement it is important that elected representatives are involved in the decision-making team (Task Group) established to oversee and guide the change process.

They are able to give input regarding the progress of the change process, its strengths and weaknesses. They are also able to indicate whether or not they have the resources to sustain a particular level of intensity and to guarantee their support for the implementation process.

4 The Need to Designate Resources Over the Long Term

Engineering a good fit between the change process and the existing management processes and attitudes is a long term task. A number of programs have not been successful because they attempted to move too quickly. It is important that a Project of this nature has a long term time frame. As far as the LGMP process was concerned successful integration into the on-going management of the municipality was expected to involve three to four years of work. This meant that the development of the process in each municipality would require a considerable amount of time on the part of the

Project Team, the Ministry, and the municipal administrators (in particular the Project Leaders, and the Task Group or management team in each municipality).

Organizational change does not just happen. It takes much time and energy. For it to be a success all those involved; consultants, managers and council need to think in terms of a long term Project. If a municipality is preparing to undergo an organizational change process it must be prepared to devote the resources necessary for the success of that process over the long term.

5 The Need for a Future Oriented Perspective

As well as being prepared to devote resources over the long term municipalities need to think in terms of a future oriented perspective. When undertaking long term and relatively complex organizational change, municipalities should have a clear idea of what they are changing from and what 'goal' or ideal state of affairs they are trying to reach. This 'ideal state' must, of course, be achievable and realistic.

In order to achieve this goal a change strategy must be established which is based on the present state of affairs. Consequently the municipality should have a well considered assessment of this current state of affairs and know what it would like to change.

6 The Need for an Atmosphere that Encourages Change

An organizational change process can be easily stifled by an organizational atmosphere that does not encourage change. It has been noted that for an administrator to accept the concept of organizational change and to work towards it means that he has a propensity to accept risk. Organizations should not assume that managers will continue to accept risk without potential rewards.

For effective organizational change over the long term, organizers need to develop rewards for good managers and to ensure that the results of risk-taking (the 'pay-offs') are obtainable by the manager as quickly as possible. A good feedback and reward system is necessary to create an atmosphere that encourages change.

7 The Need for an Internal Co-ordinator or Consultant

The Project Team found the Project Leader system to be an invaluable asset. It was considered a necessity to have somebody connected with the municipality who could provide both internal consulting services and information flows and liaison functions externally to the Queen's Team. When the change processes are being introduced by an external change agent the assistance of such an individual is considered crucial as a supporting mechanism.

As far as the Project Leaders involved with the LGMP are concerned, the organizational location of the individual does not seem to be important. It was found, however, that it was important that he report to the person most influential in involving the municipality in the Project.

The degree of involvement of the Project Leader, that is whether he was employed full or part-time, also does not seem to be important. However, the size of the municipality and its administrative staff as well as the extent of departmental involvement (all departments involved as opposed to one or two), must be kept in mind in considering the nature of the Project Leader's job and the amount of time spent.

For very large municipalities with all departments involved, the need for a full-time Project Leader will be greater. Consideration may also be given to the employment of resource persons in each or most of the departments involved in the Project.

Smaller municipalities are not likely to be in a position to consider a full-time position or even perhaps a major part-time position. Alternative courses of action for smaller municipalities are considered later in this report.

The background of the Project Leader was considered to be important. The Project Leaders involved in the LGMP have a considerable background of management theory or management experience or both. Both of these backgrounds helped the Project Leaders to get the job done.

The personality and management style of the Project Leader was considered to be important because, although he may have considerable responsibility for the success of the Project, he invariably has little authority to bring about organizational change. What is important under these circumstances is his ability to develop effective relationships and to work with and influence others.

The Project Leaders have found that they can work more effectively if they are given a clearly defined role by the top administrator.

8 The Need for Capable Outside Advisers

Discussions which the Project Principals at Queen's University have had with a number of individuals, as well as their own experience with the Project, have led them to conclude that some form of external assistance is needed to help municipalities with launching and carrying out a process similar to the LGMP. This conclusion is based on a consideration of the roles which can be played by someone from outside of the organization (these were discussed in Part 1).

Having decided that external assistance is desirable (or necessary), consideration must turn to the various types of assistance available. At the present time four primary sources of credible assistance have been identified.

These are:

- a the Provincial Government;
- b universities and community colleges;
- c consulting firms; and
- d individuals from the Project Municipalities.

Each of these types of assistance will be discussed briefly.

a *The Provincial Government*

The Province could provide technical assistance through the Ministry of Treasury, Economics and Intergovernmental Affairs. To this point two individuals in the Advisory Services Branch are fully versed in all aspects of the Project and could provide technical assistance to other municipalities as well as a certain amount of external influence. Other Ministry personnel are familiar with the Project and their expertise could be utilized.

b *Universities and Community Colleges*

The second source of technical assistance is the various universities and community colleges throughout the Province. The Project Team at Queen's has assembled an extensive bibliography and collection of material related to the Project and this could be made available to interested individuals at other universities and community colleges. An advantage of such assistance lies in the likelihood that such institutions would be interested in the longer term dimensions of the LGMP process, as well as the fact that they may be interested in the evaluation aspects of the process. It will be recalled that the evaluation of the experiences of the four Project Municipalities is a very important part of the LGMP.

It is important that individuals associated with universities or community colleges which provide this type of technical assistance are both knowledgeable in management and organizational development and in the field of local government.

c *Consulting Firms*

The third possible source of assistance is consulting organizations. There are wide varieties of consulting

firms both in terms of size and expertise. Firms with experience in both local government and organizational change could provide the necessary assistance in both the launching and the development of the process. The length of time in which a consulting firm could be included in any project is likely to be shorter than other possible sources of assistance because of the nature of their business. A different use of this source of assistance would be for a number of municipalities to combine in working with a consulting firm, thereby sharing costs and experiences. This might encourage longer term commitment from the firm and be financially advantageous for the municipalities. This is particularly applicable to smaller municipalities with limited resources.²⁰

d Trained Municipal Personnel

The fourth type of assistance would draw upon the experiences of the four Project Municipalities as well as other municipalities which have undertaken processes similar to the LGMP. These municipalities have developed a valuable group of resource personnel who could be helpful in implementing similar processes in other municipalities.

Assistance of this type could range from periodic assistance to an interested municipality, to the seconding of an individual from one of the Project Municipalities to another municipality for a period of time. Such assistance would probably require some financial considerations and security for the people involved.

Other variations on this general theme could include a management exchange. An individual experienced with the LGMP process could be loaned to a municipality which is about to embark on a process similar to the LGMP and this individual in turn could possibly be replaced by a person from the municipality undergoing change.

This kind of exchange could be seen as a mutual benefit to both municipalities through the exchange of both Project and non-Project related experiences. In fact, management exchanges appear to have potential benefits for both individual administrators in larger municipalities and the smaller municipalities as a whole, whether or not LGMP related projects are undertaken.

20 The Advisory Services Branch, Ministry of Treasury, Economics and Intergovernmental Affairs is currently conducting a study regarding the use of consultants in local government.

Conclusion

The observations and guidelines offered in this section of the report must be considered tentative and general in nature. Analysis of the LGMP in the four Project Municipalities must be further advanced before more specific suggestions can be extended to other municipalities and before processes can be more firmly outlined.

As the LGMP continues to evolve and as the Project Team continues to test ideas on a wider group of individuals, the suggestions offered in this section will be reviewed and updated in subsequent publications.

Appendix 1

Project Goal and Objectives

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Project Goal

The goal of the Local Government Management Project is to assist those involved in the delivery of local government services to improve the efficiency and effectiveness of local government operations through the use of a broadly conceived system of goals and objectives.

Project Objectives

Long Term Objectives

- 1 To develop by March 1978, in co-operation with the Ministry and the four Project Municipalities, a broadly conceived system of goals and objectives which will provide guidelines for the development of similar systems in local government organizations in Ontario and elsewhere.
- 2 To assist each of the four Project Municipalities in the development and implementation of a goal and objective setting system during the period July 1974 to March 1978.
- 3 To complete an evaluation of the effectiveness of a system of goals and objectives in assisting both elected and appointed officials to better manage municipal organizations by March 1978.
- 4 To complete, by March 1978, reference material which can be used by local governments wishing to implement all or various parts of a system of goals and objectives.

Short Term Objectives

- 1 To commence the implementation of a system of goals and objectives in the four Project Municipalities by:
 - a examining and documenting the existing information and decision-making systems in the four municipalities by December 1974;
 - b conducting workshops in goal and objective setting and the development of performance indicators at the departmental level in the four municipalities by the end of March 1975;
 - c assisting administrators in the writing of goals and objectives and the development of performance indicators in the four municipalities on an individual and group basis by assigning a member of the Project Team to each of the four municipalities;

- d assisting the four municipalities in establishing a preliminary set of departmental level goals and objectives by June 1975;
 - e acting as a liaison among the four Project Municipalities by using a variety of communication devices, including regular meetings of the four Project Leaders.

- 2 To document the implementation experiences of the four Project Municipalities by:
 - a making available by April 1975, a document describing the implementation experiences of the Project Municipalities covering the period from the beginning of their involvement with the Project through to December 1974;
 - b publishing yearly progress reports of the experiences of the Project Municipalities in developing and using a system of goals and objectives.
- 3 To commence the evaluation of the system of goals and objectives by obtaining base line information as follows:
 - a completing by December 1974, a study of the existing management systems in use in each of the municipalities prior to the start of the change process. Changes in these systems will be monitored over the course of the study;
 - b determining the state of management practices in each of the municipalities by gathering information pertaining to the practice and impressions of local government officials by December 1974, and observing changes in these practices and impressions over the course of the Project.

Appendix II

Description of the Local Government Management Project

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The purpose of this appendix is to describe in greater detail the earlier events of the LGMP from its inception to the point where the Project Leaders were appointed in each of the Project Municipalities. As an historical account of the Project this description provides the reader with the background information upon which the analysis in Part II is based. The appendix is divided into three main sections:

A development of the LGMP process;

B municipal commitment to the Project; and

C administrative and evaluative dimensions of the Project.

Brief descriptions of the four Project Municipalities are provided at the end of this appendix in section D.

A Development of the LGMP Process

The Local Government Management Project had its beginning during the summers of 1971 and 1972. One of the Project Principals²¹ was invited to lecture on the topic of goals and objectives to participants of a week-long seminar offered by the Institute of Local Government at Queen's University in the summer of 1971.

Background work for this seminar revealed that very few North American or European municipalities were using formal processes of goal and objective setting. The dearth of experience and material in this area was surprising at a time when there were many references to a variety of management by objectives (MBO) programs in the private sector and to planned programmed budgeting systems (PPBS) at the federal and provincial (state) levels. A limited number of municipalities reported experiences with PPBS. However, the literature search prior to the seminar which was held in 1972, did reveal that some municipalities were becoming interested in the objective setting processes.

The participants at both the 1971 and 1972 seminars, (primarily senior administrators from municipalities across Canada) showed considerable interest in the

topic of goals and objectives. It was clear that Canadian municipalities had very little experience with this area, and that this could be a very effective method of improving the management of local government.

The interest expressed at the Institute of Local Government seminars prompted certain individuals in the Ontario government's Ministry of Treasury, Economics and Intergovernmental Affairs to promote an informal discussion with one of the Project Principals, regarding ways in which the theory and practice of goals and objectives could be introduced in a number of Ontario municipalities. It was concluded that a project involving the introduction of goals and objectives in four to six Ontario municipalities, over a three to four year period, had some potential.

The inclusion of a number of municipalities was considered necessary so that the implementation experiences could be monitored in municipalities differing in size, administrative structure, and jurisdictional responsibility (upper and lower-tier municipalities). The three to four year time period was considered essential because it would take at least this period of time to develop a comprehensive management process at all levels of the municipality.

The proposed Project was recognized as a large undertaking. It would require a significant commitment from the Ministry, an extensive effort by a university-based research team, which would oversee the Project and carry out the important task of training, documenting and evaluating the implementation experiences, and a substantial commitment on the part of the participating municipalities.

These preliminary discussions indicated that the idea of such a Project was well worth exploring. The next stage was to obtain a preliminary reading on the possible interest in such a Project from a number of municipalities.

Exploratory Session

The Ministry hosted a one day briefing session in November, 1972, for the purpose of determining possible municipal interest in becoming involved in a long term Project. Senior administrators from twelve Ontario municipalities were invited to the session.²²

The meeting centred on an in-depth discussion on the topic of goals and objectives, including the applicability of the process to municipalities, and an assessment of municipal interest in becoming involved in a long term project.

21 As the proposed project gained momentum, the original Project Principal J.R. Nininger invited colleague V.N. MacDonald to join him in the next stages of development. Both Project Principals are on the faculty of the School of Business, Queen's University, Kingston, Ontario, and teach in the area of organizational behaviour and human resource development. Both have had extensive experience in working on and with organizations in processes related to the LGMP.

22 It should be noted that senior administrative officials from the four LGMP Municipalities attended this exploratory session.

The Next Step

The exploratory meeting indicated, both to Ministry officials and to the Project Principals, that interest was sufficient to warrant an in-depth examination of the potential for a long term project.

As a next step, the Ministry agreed to underwrite a study, to be conducted by the Project Principals, which would examine the extent to which municipalities in North America, England, and Europe had become involved in goal and objective setting. This investigation concluded in June, 1973, with a seminar for municipal administrators that described the results of the background search, and outlined the nature of the proposed Project in more depth.

Background Search

The Project Principals hired two researchers to assist them in a review of the literature and an investigation of the state of the art of goal and objective setting systems in municipalities.

What started as a relatively well defined investigation of the state of practice and research in goal and objective setting quickly evolved into a multi-faceted study of the application of a variety of managerial improvement processes to municipalities. The Project Principals developed a framework to help them to describe their findings. The framework depicts various approaches to the improvement of municipal management.²³ It rapidly became clear that each of these approaches, represented by a circle diagram, concentrated on parts of the total management process to the exclusion of a number of others.

For example, the area of goal setting in municipalities was one such part. It was found that a number of municipalities were concentrating their efforts on broad goal setting with public participation. Dallas, Texas was given as an example of such a municipality. Another part represents the area of performance measurement. A number of municipalities, as well as the Urban Institute, and the International City Manager's Association in the United States were evolving systems of performance measurement. Similarly, the National Training and Development Service in Washington, and a number of municipalities, were involved with organizational development activities.

The background study involved a detailed investigation into each of the various approaches depicted in the framework. This involved contacts with a number of municipalities in North America, and other municipalities, institutes, and associations in Europe.

The background study had a significant impact on the development of the LGMP. The LGMP was designed to have implications for all areas of management and, therefore, incorporated useful portions of the narrower approaches currently in vogue.²⁴

The June 1973 Seminar

As mentioned previously, the background study concluded with a further seminar in June, 1973. This seminar consisted of a review of the practices investigated

and a description of the proposed Project. It was an opportunity to obtain further indications of municipal interest in the proposed Project. A cross-section of Ontario municipalities were invited to send representatives to this seminar. Thirty-three senior administrators (representing sixteen municipalities) attended.

The first part of the seminar was devoted to a discussion of the background investigation referred to above. This was aided by two case studies (*Dallas 'A'* and *New York City*)²⁵ written specifically for the seminar. The latter part of the meeting was devoted to a description of the proposed Project.

The Project Principals wanted three to six municipalities to become involved in a three to four year Project based on the implementation of a broadly conceived process of goal and objective setting. The number of municipalities, and the time period, were important because the Project Principals wanted to:

- 1 implement a process of goal and objective setting simultaneously in a number of municipalities in order to compare experiences, document, and evaluate that implementation;
- 2 implement the process in more than one type of organizational structure, and document and evaluate that implementation;
- 3 implement the process in cases where all municipal departments in one municipality were to be involved in the process, as well in at least one case where only one or two departments were to be involved;
- 4 implement the system at the regional and city level; and,
- 5 study the implementation experiences over an extended period of time so that longer term system and behavioural changes could be measured.

In explaining the proposed Project to the seminar participants, three points were stressed.

- 1 The Project Principals and a team from the University (to be referred to hereafter as the Project Team) would undertake the overall training responsibilities in the introduction of the system, as well as the responsibilities for the documentation and evaluation phases of the Project. The Project Team would work closely with a Project Leader appointed by the municipality. The Project Leader would co-ordinate

23 The framework shown in Diagram 1, referred to as the 'circle diagram' was very useful during the early stages of the Project to describe the various developments in local government management. Such a framework does, however, have certain limitations and is not presently used by the Project Team.

24 A description of the various approaches described above, together with examples, and an annotated bibliography of developments in the field of municipal administration is contained in the LGMP publication *Developments in the Management of Local Government*. The order form on the last page of this document may be used to obtain a copy of this publication.

25 The *Dallas 'A'* and *'B'* cases describe that city's experience with public participation in goal setting. They can be ordered by using the Publication Order Form found at the end of this document. The *Dallas 'A'* case describes events from 1965 to 1972, while the *Dallas 'B'* case describes events from 1972 to 1974. The *New York City* case, which examines that city's use of a productivity measurement program, has not been published, but can be obtained by contacting the authors.

the implementation and also undertake subsequent training and counselling sessions.

- 2 The Ministry of Treasury, Economics and Intergovernmental Affairs would assume responsibility for the funding of the proposed project and would act in a co-ordinating capacity. The Ministry would ensure that the experiences of pilot municipalities were communicated to other Ontario municipalities.
- 3 It was recognized as being important to undertake evaluation research to determine the extent to which the process was having an impact on the pilot municipalities. Accordingly, evaluation instruments would be administered before the process started and periodically thereafter to measure various aspects of the change process.

Those present at the seminar expressed a high degree of interest in the overall area of goal and objective setting, and a significant number indicated that they would recommend involvement of their municipalities in the proposed Project. Because the seminar was seen as being highly successful, and the interest in a proposed Project sufficiently high, discussions concerning a multi-year, multi-organization study seemed to be the next logical step.

Thus, the conclusion of the seminar marked the end of the second stage of an incremental testing of the Project concept and the degree of commitment to the proposed Project on the part of the Ministry, potential participating municipalities and the University team. The next stage involved the submission of a formal Project proposal to the Ministry.

Submission of a Project Proposal

As a follow-up to the two day seminar, the Ministry asked municipal representatives to indicate in writing their degree of interest in the proposed Project. Of the sixteen municipalities represented at the seminar, delegates from twelve responded to the Ministry request, with nine of the twelve expressing a high degree of interest in being considered as one of the Project Municipalities. At the same time the Ministry requested that the Project Team submit a proposal for a long term Project designed to implement a goal and objective setting system in three to six municipalities over the next three to four years.

The proposal, describing the system of goal and objective setting, the implementation process, the documentation and research component and means of funding, was submitted in July of 1973. Three levels of funding were suggested — the levels differing depending on the number of municipalities involved in the Project.

The Project Principals recommended that the intermediate level of funding be adopted. This level called for the involvement of four or five municipalities in the Project over a four year period. At least two of these municipalities would be committed to involvement on a

municipal wide basis; that is, all departments would become involved in the process.

Further, at least one of the municipalities would need to be committed to having the process implemented in only one or two operating departments. Finally, at least one of the municipalities would be a regional government.

As mentioned earlier, the reason for establishing these guidelines was to allow the Project Team to study the implementation experiences under differing circumstances.

Approval of the Project

The Ministry agreed to continue to support the Project Team on an interim basis until the proposal for a long term Project was approved by the cabinet.

As it turned out, the approval stage took considerably longer than was anticipated by the Ministry and the Project Principals. Approval for the Project by the cabinet was not received until May, 1974. The scope and nature of the Project caused a longer than usual review process within the Ontario government. This additional time allowed the Project Team to develop an informal relationship with interested municipalities, to undertake further background research, and to develop a deeper understanding of the process which would form the basis of the Project.

Cabinet approval of the Project included the funding terms. These terms stated that the Province would pay 80% of the first year costs, the participating municipalities would pay the remaining 20%, and that the Project would be funded on a year to year basis.

The next step was to secure a definite commitment from the municipalities regarding their involvement in the Project. This process is described in the next section.

B Municipal Commitment

The November, 1972, and June, 1973 seminars, clearly indicated that there was considerable municipal interest in a long term management improvement Project. Letters to the Ministry following the June, 1973 seminar, were a confirmation of this desire to become involved. Six municipalities displayed an active interest in this Project from June, 1973, to May, 1974, when it was approved.²⁶

This active interest was expressed through inquiries to the Ministry as well as to the Project Team. The Project Principals discussed the Project with senior administrators, and some of the councils in each of the six municipalities during the approval period.

These discussions, as well as certain events which took place during the approval period, played an important role in the eventual commitment to the Project by the four participating municipalities. Because of their importance, these discussions and events will be described in some detail for the participating municipalities as well as for the two municipalities which did not become involved.

26 The fact that other municipalities did not maintain an active interest in the Project was not a reflection of their desire. Rather, for a variety of reasons, other municipalities were not in a position to become part of the Project at that particular time.

The sequence of events which took place in each of the Project Municipalities during the approval period is different. For this reason, each municipality will be described separately.²⁸

THE REGIONAL MUNICIPALITY OF NIAGARA

The Region was represented at both the November, 1972, and the June, 1973 seminars. The Finance Director attended both sessions and was accompanied at the 1973 seminar by the Planning Director, the Public Works Director, and by one of his immediate subordinates. The Regional Niagara representatives expressed a high degree of interest in the proposed Project and took immediate steps to comply with the Ministry's request for letters of interest from the municipalities.

Following the June, 1973 seminar, the Directors of Planning, Engineering, and Social Services recommended the approval of the following resolution by their respective standing committees of council.

That the Regional Municipality of Niagara express keen interest in the development of a management program as a staged Project of its departments in co-operation with the Ministry of Treasury, Economics and Intergovernmental Affairs, and Queen's University.

The four standing committees approved the resolution and it received formal approval by council in July, 1973. Approval of the resolution was council's first exposure to what was to become the LGMP.

Following council's approval, the Director of Engineering acting as the Region's liaison person with the Ministry and Queen's University, communicated with the Director, Advisory Services Branch of the Ministry indicating that the Region wished to have all departments involved in the proposed Project.

Given this degree of interest, the Queen's Project Team, indicated a willingness to present their proposal to the senior administrative group and council. The Director of Engineering responded with an invitation to discuss the Project with the senior administrative group, and suggested that if a presentation were to be made to the elected representatives, then it would be best to make presentations to each of the four standing committees rather than to council as a whole.

In November of 1973, one of the Project Principals met with the senior administrative group of the Region to describe in some detail the nature of the proposed Project. This included an outline of a system of goals and objectives, a proposed implementation schedule, approximate costs, the necessity for and the role of an internal Project Leader and an internal Task Group.

Following the meeting with the senior administrators the Director of Engineering submitted a report to the Public Works and Utilities Committee informing the Committee of recent developments, restating the administration's continued support for the proposed Project, and recommending that the Ministry be advised of the Regional Municipality of Niagara's con-

tinued interest. The Committee report was subsequently approved by the Regional council in December, 1973.

In May, 1974, representatives from Queen's and the Ministry attended a meeting of the Committee of Department Heads to advise the Region that the Ministry had entered into an agreement with Queen's University to carry out a Project in selected Ontario municipalities. Given the Region's interest it was suggested that, following council's approval, a Project Task Group be organized.

It was decided that the Task Group would consist of an elected representative from each of the four standing committees, all Department Heads and the Project Leader. The purpose of the group would be to assume responsibility for the direction of the Project within the municipality, and to provide aid to administrators, where necessary, through the Project Leader. The Task Group would play an important role in identifying problems and in working with the Queen's Project Team to determine the nature and pace of implementation of the Project in the Region.

A report, containing the resolution approving Regional involvement in the Project and the establishment of a Task Group, was forwarded to all standing committees. By the end of May the standing committees had approved the report and it was presented to Regional council on June 6, 1974.

The Director of Engineering initiated the next step in the process by arranging the first meeting of the Task Group. The purpose of this meeting was to elect a Chairman, appoint a Project Leader, and discuss the purpose and role of the Task Group.

As a result of the meeting, one of the four elected representatives was chosen as the Chairman of the Task Group. Another elected representative was chosen as Vice-Chairman. A mid-level administrator from the Public Works Department was appointed as the Project Leader.

The Chairman, selected by the other three elected representatives on the Task Group, was chosen because of his interest in the Project, his background as an administrator, and because his recently retired status would enable him to devote considerable time to the Project. The Chairman of the Task Group was Vice-Chairman of the Finance Standing Committee. The Vice-Chairman of the Task Group was Chairman of the Public Works Committee.

The Project Leader held the position of Public Works Co-ordinator and it was determined that he would retain that position while devoting a large portion of his time to the Project. The choice of the Project Leader was

27 For those readers not familiar with the four Project Municipalities, a brief description of each municipality can be found at the end of this appendix.

28 For reason of space these descriptions are presented in summary fashion. The descriptions have been prepared from detailed working papers on each municipality. Readers interested in further information are encouraged to contact the Project Leaders in the municipalities, the Project Team or the Ministry.

largely influenced by the role which the Director of Engineering had played in the evolution of the Project's approval and the fact that Public Works was the largest department in the Region.

THE CITY OF ST. CATHARINES

Representatives of the City attended both the November, 1972, and June, 1973 seminars. At the 1972 seminar, the City Administrator expressed a high degree of interest in the proposed Project, and saw a system of goals and objectives as doing two things:

- 1 providing a means for looking at the municipality in an overall context rather than on a piecemeal or departmental basis; and
- 2 providing a means for training the administrators in modern management techniques.

The City Administrator maintained a strong interest in the proposed Project following the November seminar. In December, 1972, as part of a council meeting, he discussed informally with council the appropriateness of a system of goals and objectives. This was council's first exposure to what would become the LGMP. In addition he maintained contact with the Project Principals and the Ministry, expressing his support for a possible Project, and encouraging its continued development.

Three members of the St. Catharines Senior Management Team, the City Administrator, the Treasurer and the City Engineer, attended the June, 1973 seminar. At this seminar the City Administrator indicated that he would like to see St. Catharines involved in a program of goal and objective setting, regardless of whether or not the Project received financial support from the Ministry.

Following the June, 1973 seminar, the City Administrator discussed the developments to date with council. He recommended to council that the city formally state to the Ministry an interest in becoming involved in the Project and subsequently wrote to the Ministry expressing the desire of St. Catharines to become involved in the proposed Project with all departments.

Periodic correspondence was exchanged between the City Administrator and the Project Team at Queen's. In anticipation of the Project being approved, the City Administrator forwarded basic information on the city.

In November, 1973, one of the Project Principals visited St. Catharines to meet with the Senior Management Team and to explain the proposed Project. During this visit he also met the Mayor of St. Catharines, who indicated strong support for the Project.

In January, 1974, the City Administrator announced his decision to leave the City of St. Catharines to accept a position as administrator of one of the new regional governments. In April, 1974, council appointed a new City Administrator, from outside the city, who had served as a member of City council in his former community for five years.

The Project Principals met with the new City Administrator in May, 1974. By this time the Project had been

approved by the Ministry. Since his arrival in St. Catharines, the new administrator had familiarized himself with the development of the Project and found himself in complete agreement with its aims and objectives.

At this meeting the selection of the Project Leader and the composition of the Task Group were discussed. A number of individuals were considered for the position of Project Leader by the Senior Management Team. After considerable discussion, the Assistant to the City Administrator was selected as the Project Leader.

The Assistant to the City Administrator had joined the City in May, 1973, following the completion of his Master of Business Administration degree. His first duties had involved overseeing the implementation of the Neighbourhood Improvement Program (NIP). His appointment as Project Leader meant that he would be dividing his time between the NIP and the LGMP.

Initially, the Task Group was to consist of both appointed officials and elected representatives, as recommended by the Project Team. After further consideration, however, the Senior Administrative Team decided that it should undertake the role of the Task Group.

Plans for obtaining council's approval for the Project were also discussed at the May, 1974, meeting. It was agreed that the City Administrator would present a report to council with a resolution that the City enter into an agreement with the Ministry for the purpose of becoming one of the Project municipalities.

Subsequent to this meeting it was suggested that representatives of the Project Team make an initial presentation to council in order to familiarize them with the proposed Project. The meeting was held on the evening of June 25, 1974. The administrative staff were invited to attend this session and the majority of them did so. An overview of the Project was presented and questions posed by various members of council were answered. Both the Mayor and the City Administrator voiced strong approval for the Project. This meeting was council's first formal exposure to the LGMP.

On July 2nd, council gave first reading to a proposal to enter into an agreement with the Ministry and Queen's University to carry out the first phase of the Project. Council also approved the formation and composition of the Task Group. The Project was formally approved by council on September 9, 1974.

THE CITY OF LONDON

The City of London was represented at the November, 1972 seminar, by the Chief Administrative Officer, who expressed strong support for a possible Project and outlined London's experiments with goals and objectives. He felt that a Project such as the one proposed would be very helpful to London.

London's experimentation with the process of goal and objective setting had its beginnings at the Institute of Local Government seminars described earlier in this section of the report. Seminar participants from London reported back to the administration and council on the topic of goal and objective setting. A series of discus-

sions ensued which culminated in City council approving in principle the formation of a Goals and Objectives Committee on September 9, 1972. The terms of reference of this committee were to draft preliminary goals and objectives for the capital and operating budgets.

The Goals and Objectives Committee consisted of the Mayor, the four members of the Board of Control, and the Chairmen of the four standing committees or their alternates. No appointed officials were members. The composition of the committee was later changed to include only two members from the Board of Control.

The committee had an initial meeting in November, 1972, with the first working session being held in January, 1973. At this meeting the committee agreed to review seven service areas with a view to establishing draft goals and objectives for use in the 1974 budget. The topic of citizen input on the draft goals also was discussed. It was decided that citizen input should follow the release of the draft goals and should be in the form of written briefs as opposed to delegations.

The committee met a number of times during the early part of 1973. During these meetings the committee reviewed the goals, objectives, and progress of various programs. The committee was also kept advised of the progress of the provincially supported Project.

The Goals and Objectives Committee authorized three administrators to attend the June, 1973 meeting, to confirm to the Ministry and Queen's that London was interested in becoming one of the Project Municipalities should the Project be approved. At this meeting the London representatives – the City Clerk, the Finance Commissioner, and the Deputy City Engineer – explained that, because of the council's active interest in goals and objectives, it was important to determine council's role in the proposed Project. This point was discussed at some length.

The administrators reported back to the Goals and Objectives Committee that London would very likely be one of the Project Municipalities, and recommended that the Project Principals from Queen's be invited to London to discuss the proposed Project. This meeting was held on July 19th and was attended by members of the committee, other members of council, and department heads.

The Project Principals discussed the nature of the proposed Project in some depth and answered questions which came primarily from members of council. It was explained that the process should commence at the senior administrative level. Once administrative goals and objectives were established it would be appropriate to involve the elected representatives in the establishment of council goals and objectives. Further, the committee was told that it was important that the administration establish the necessary information system to serve as an input to council objectives.

In October, 1973, as a result of a number of difficulties the Goals and Objectives Committee was experiencing, the committee was disbanded. The functions of the committee were taken over by the Board of Control.

In April, 1974, a special meeting of the Board of Control was held to evaluate the status of London's goal and

objective setting program. There was considerable discussion of council's goals and objectives and of the fact that the Queen's Project was proposing to operate at the administrative level, at least for the first year or two.

One board member expressed the view that it was important to develop a set of council goals and objectives as soon as possible. Such goals and objectives would be a valuable aid in the establishment of the annual budget which, it was proposed, should be restructured on a program basis. To accomplish this task it was suggested that a resource person from a local university be retained to assist council.

Other discussion included the idea of establishing community goals with public participation, the necessity of obtaining provincial funding for goal and objective setting activities, and the amount of administrative time such a program would take.

Towards the end of April, the Project Principals attended a meeting of the Board of Control to provide an up-date on the Project and to answer questions from board members. The discussion centred around two points; the desire on the part of some Board members to have the Project take the direction of a planned-program-budgeting system; and the question of whether or not the public should be involved in the goal and objective setting process. The Project Principals expressed the view that neither of these approaches were compatible with the Project during its early stages. It was stressed that too much change over a short period of time could be disruptive to the organization as well as to the Project.

In early May, 1974, the Ontario government gave formal approval to the Project and on May 6th City council resolved to enter into an agreement with the Ministry to develop and implement a system of goals and objectives covering all municipal departments.

Considerable discussion took place over the next month regarding the Project Leader's selection, location in the organization, and reporting relationship, as well as the Task Group's composition and reporting procedures. There were differing views whether the Project Leader should be located in a department or whether he should report directly to the chief administrative office.

At first it was agreed that the Task Group should consist of both administrators and elected representatives. There were differing views, however, in respect to the number of members of the Task Group as well as to its reporting relationship. As discussion on various aspects of the Project continued, it was decided, with the concurrence of the elected representatives, that the Task Group would consist of administrative personnel only. This decision was based on the feeling by at least two administrators that joint committees were generally ineffective because administrators had insufficient input. Regular reports on the Project would be submitted to the elected officials.

In August, the three likely candidates for the position of Project Leader, members of the Finance, Engineering and Planning Departments, attended a one week workshop for Project Leaders held at Queen's University. In September of 1974, on the eve of his retirement, the

Chief Administrative Officer established a full-time position of Project Leader reporting to his own office. The decision on the reporting relationship was the subject of some discussion and disagreement between senior administrative officials.

A member of the Finance Department was appointed Project Leader. He had been with the city for one year as Director of Revenue and prior to that had been employed by the Ministry of Treasury, Economics and Intergovernmental Affairs.

In September, 1974, City council passed a by-law formally entering into an agreement with the Province of Ontario. The by-law outlined the details of the Local Government Management Project and provided a tentative time frame for the Project.

THE CITY OF OTTAWA

The City of Ottawa was represented at the November, 1972, Ministry seminar, by the Personnel Director. At this meeting Ottawa's representative expressed concern about the involvement of the elected representatives, stressing that this involvement was necessary for the success of the Project, in the goal and objective setting process. He also stated that while there was a need for performance measurement in local government he was also convinced that there was a need for the type of program under discussion.

The June, 1973 seminar, was attended by the Commissioners of Physical Environment and Finance. The Finance Commissioner, in speaking of Ottawa's interest in such a Project, pointed out that the city had already been involved in goal and objective setting for three years through the budget process. In 1970, the Board of Control, with three new members, undertook an examination of the budget process. During this investigation a consulting firm was commissioned to study the financial system and administrative structure of the city. The consultants recommended the establishment of goals in addition to some major recommendations on the two areas mentioned above.

The Finance Commissioner explained that an administrative review of the consultants' report suggested the establishment of goals and objectives in conjunction with a reorganization of the administrative structure of the City. A further consultant's study had resulted in the restructuring and amalgamation of the administration into two operating and four support departments. While this reorganization was taking place, the Finance Commissioner had the responsibility for overseeing the goal and objective setting process. The result of this effort was the eventual production of department and branch organization booklets containing goal statements and program descriptions.

The Finance Commissioner concluded his comments by stating that in spite of the work which had been done in Ottawa, he felt that the proposed Project had potential merit in refining the goal statements, developing objectives, and in obtaining greater involvement of managers in the process.

Following the June, 1973 seminar, the Finance Commissioner communicated to the Ministry that the city

would like to introduce the proposed Project in as least one department (Finance) but would prefer to extend it to all departments.

The next step in determining Ottawa's potential involvement in the proposed Project was a meeting between the Project Principals and the Committee of Department Heads in September, 1973. This meeting was arranged by the Finance Commissioner.

At this meeting the process of goal and objective setting was described and the nature of the proposed Project was outlined. Each department head was asked to consider whether or not his department would be included. The Commissioners of Physical Environment, Finance, and Community Development indicated their desire to proceed as soon as possible. These three departments constituted approximately 85% of the city's administrative staff. The meeting concluded with the understanding that those departments which had not opted for inclusion could do so at a later date. Further progress depended upon the approval and funding of the Project by the Province.

Further meetings were held in November, 1973, and January, 1974, between the Project Principals and the Commissioners of the Physical Environment and Finance Departments. Progress reports on the approval of the Project were given and a strategy for gaining the approval of Board of Control and Council was discussed. The Commissioner of Physical Environment agreed to draft the proposal.

The next meeting took place in Ottawa in May, 1974, after the Project had been approved by the Province. This meeting involved a discussion with the Committee of Department Heads as to the form which the Project should take. At that meeting the Commissioner of Physical Environment asked the Project Principals to provide detailed examples of the form which a set of departmental objectives might take. This meeting concluded with the decision that further steps in the Project's approval in Ottawa would be the responsibility of the Commissioners of participating departments and the Project Principals.

At the next meeting the Project Principals presented examples of municipal goals and objectives. The type and characteristics of the sample objectives were discussed. These examples provided the three Commissioners with a better idea of what the Project was attempting to accomplish in the initial stages.

This meeting also involved a discussion of Project implementation and the potential involvement of council. The first draft of the proposal to the Board of Control was reviewed. The proposal outlined the Project and indicated that a group composed of two elected representatives, the Commissioners of the three participating departments, and a designated Project Manager would oversee the direction of the Project.

The topic of council involvement in the Task Group was discussed at some length. The Commissioner of Physical Environment felt that the involvement of council members should come after the administration was familiar with the system and had begun to set goals and objectives in their respective administrative areas. It

was agreed that in the early stages of the process the Task Group should consist only of members of the administration.

The subject of the Project Leader also received considerable discussion. The Project Team recommended a full time Project Leader who had been employed in a fairly senior capacity.

The Commissioner of Physical Environment argued against the need for a full-time Project Leader, particularly if he were to be a senior person. Cost and the inability to spare senior personnel were the basis of that argument.

This discussion concluded in a decision that a Project Team be established including one staff member from each of the three participating departments. A senior staff member, to be appointed from one of the three departments, would be responsible, on a part-time basis, for overseeing the activities of the three departmental representatives, conducting 'in-house' training and planning departmental and other seminars.

Following this meeting, a second draft of the proposal to the Board of Control was prepared. The Commissioner of Physical Environment made the presentation to the Board of Control. This presentation took place on June 27, 1974, with one of the Project Principals in attendance to answer questions. The Project was accepted with few questions and the following week the proposal was passed by council. This was council's first exposure to the Project. The contract between the Province and the City was finalized on July 10. The remaining task was to decide upon the Project Leader.

The Commissioner of Physical Environment was, at this time, in the process of hiring a director for the Departmental Services Branch of his department. It was felt that the requirements for this position were somewhat similar to the requirements for the Project Leader. One of the qualifications considered important for the Project Leader was that he have some depth of experience in systems work and in the implementation of processes similar to those involved in the Project.

The Branch Director who was hired had spent a considerable number of years in positions that amply qualified him for the two roles.

Other Interested Municipalities

As was indicated earlier, twelve municipalities responded to the Ministry's request (following the June, 1973 seminar) to indicate their interest and support for a proposed Project. In some cases these letters were from the mayors of municipalities, and in others from senior administrative personnel.

Two municipalities, in addition to the four Project Municipalities, maintained an active interest in the proposed Project in the six to eight months following the June seminar. They communicated with both the Ministry and the Project Principals. This section briefly describes the events which took place in these two municipalities.²⁹

Both of the municipalities in question were regional governments and are referred to below as Region A and Region B.

REGION A

Two senior staff personnel from Region A (a newly formed regional government) attended the June, 1973 seminar. One of these individuals maintained contact with the Ministry and the Project Principals following the seminar. This contact resulted in an invitation from the Chairman of the Region to the Project Principals to prepare a presentation to the council at a regular meeting. The purpose of the presentation was to inform council of the proposed Project and determine the degree of interest in becoming involved as one of the Project Municipalities.

At the time scheduled for the presentation council had to deal with a number of urgent issues and the presentation was delayed. By the time the discussion began council was not in a receptive mood. As a result, a rather meaningless discussion ensued. The session concluded with a request by the council to be kept informed on the progress of the Project. For all intents and purposes Region A's involvement terminated at this meeting.³⁰

REGION B

Region B was represented at the June, 1973 seminar, by the Finance Commissioner and the Director of Planning, both of whom had followed the development of the Project since its inception.

Members of the Project Team were invited to make a presentation to the senior staff of the Region in October, 1973, to discuss the proposed Project. Considerable discussion revolved around the possible extent of involvement on the part of the Region (all departments as opposed to one or two departments).

Following this meeting the Director of Planning wrote a memorandum to the Chief Administrator summarizing the meeting, outlining the alternatives and suggesting that the decision should not be whether to become involved in the goal and objective setting process, but rather when and how the Region should become involved.

The senior staff subsequently discussed the content of this memorandum and concluded that the Region would like only one department involved. The Commissioner of Finance communicated this information to the Ministry in December, 1973, indicating the Region's firm commitment to the Project.

Early in 1974, members of the Project Team again visited the Region to discuss the proposed Project in more depth. This discussion included timing of the Project, staff input, financial commitment, etc. At this meeting it became clear that, while the senior staff was prepared to become involved in the proposed Project if the Project Principals wished, there was insufficient commitment to warrant proceeding with the Project. It was felt that if the senior staff was not prepared to

29 Reasons why the other municipalities did not pursue possible involvement in the proposed project after indicating initial support have not been thoroughly researched. In most cases they probably did not fulfill the conditions required for the successful implementation of change described in Part II of this report.

30 Conclusions from this meeting are discussed in Part II of this report.

become involved in a meaningful way there would not be the necessary effort to make the Project a success.

The Finance Commissioner maintained a high degree of interest in the proposed Project and suggested that it proceed in his department. The possibilities of this level of involvement were discussed at some length and it was decided that it was not in the best interests of the Region to become involved in the Project at that time.

Project Leaders' Orientation Seminar

A week long Project Leaders' Orientation Seminar was held at Queen's University during the first week of August, 1974. The purpose of the seminar was to familiarize the Project Leaders and other interested individuals with the Local Government Management Project.³¹

Each of the Project Municipalities was invited to send four representatives to the session. It was felt that it would be useful to have a number of individuals in each municipality familiar with the Project. One elected representative (the Chairman of the Project Task Group of the Region of Niagara) attended the session. Also in attendance at the session were representatives from the Advisory Services Branch of the Ministry and personnel from the Regional offices of those regions which contain the Project Municipalities.

The context of the seminar is summarized below.

- 1 Overview and background to the Project.
 - 2 A study of the application of a variety of managerial improvement processes to municipalities. These were all related in some way to goal and objective setting. The main applications examined were:
 - a broad goal setting at the community level;
 - b performance measurement;
 - c organizational development;
 - d program budgeting; and
 - e comprehensive and strategic planning.
 - 3 A study of goal and objective setting and related processes which were to be incorporated into the Project.
 - 4 A discussion of the documentation and research dimensions of the Project.
 - 5 An outline of the proposed Project implementation in each Project Municipality.
- A number of case studies and technical papers which

had been prepared by the Project Team were used in the seminar.³² The participants also gained some practice in goal and objective setting.

The seminar concluded with a general discussion of Project implementation. The specific details of the implementation strategy to be used in each municipality were to be discussed during visits to each municipality by members of the Project Team.

C Administrative and Other Aspects of the LGMP

This section deals with a description of the Project Team at Queen's University, Ministry personnel involved with the LGMP, and the documentation and evaluation components of the Project.

The Project Team

The Project Team at Queen's University is under the direction of the two Project Principals. Both individuals are members of the faculty of the School of Business and have been directly involved with the Project since its inception.

In the summer of 1973, two part-time researchers were hired to undertake background research and write various papers. Through the provision of interim funds from the Ministry the Project Principals were able to hire these two individuals from the fall of 1973 to the fall of 1974. During this time much of the background information now in the Project library was obtained.

One of the important tasks of the Project staff has been to maintain contacts made during this period, in order to keep abreast of recent developments in the field of the management of local government. A recent Project publication describes a number of these developments and contains annotated bibliographies covering a number of important areas.³³

When the Project was approved in May, 1974, the Project Principals hired three full time Research Assistants. All three individuals were recent university graduates and, as such, had limited local government experience. They spent most of the summer of 1974, becoming familiar with the field of local government and preparing for the commencement of the field work.

The staffing arrangement called for each of the Project Principals to be responsible for two of the Project Municipalities. The three Research Assistants were each assigned to a municipality with one assistant looking after the two municipalities in the same community — St. Catharines and the Region of Niagara. The Research Assistants were assigned responsibility for the co-ordination of activities within their municipalities, working with the Project Principals and the Project Leader.

Ministry Personnel

The Project is sponsored by the Advisory Services Branch, Ministry of Treasury, Economics and Intergovernmental Affairs, Province of Ontario. The Director of the Branch was responsible for overseeing the various approval stages of the Project.

31 The Project was originally referred to as the Municipal Management Improvement Project (MMIP). This title and the acronym caused some confusion with other programs, and did not properly describe the nature of the Project. The Project name was changed to Local Government Management Project (LGMP).

32 The cases were: *Dallas 'A'* (community goal setting); *New York City* (performance measurements); *Thunder Bay 'A'* (organizational development); and *Fort Worth* (program budgeting). The technical papers were broad goal setting; performance measurement; organization development and strategic planning.

33 This publication is entitled *Developments in the Management of Local Government: A Review and Annotated Bibliography*, and may be ordered by using the order form found at the end of this publication.

In addition, the Branch has a primary liaison person who has monitored the Project on an almost full-time basis. This individual attended most of the meetings with the various municipalities during the approval stages and did the necessary co-ordinating work which led to the signing of the contract between the University and the Ministry and between the Ministry and the four Project Municipalities.

In sponsoring this Project the Ministry wanted to ensure that the experiences of the four Project Municipalities would be documented so that other municipalities could learn from these experiences.

The Ministry was also interested in having some of its personnel gain practical experience in various aspects of the LGMP so that they could provide assistance to other municipalities. Accordingly, personnel from the various Regional offices of the Ministry were to be involved in planning sessions and workshops in the Project Municipalities in their region. As a prelude to this involvement, Regional office personnel attended the Project Leaders' Orientation Seminar described in the previous section.

Evaluation and Documentation

There were two main reasons for a university-based Project Team to become involved in a Project of this nature.

- 1 The first was to determine the impact of a broadly conceived process of goals and objectives on the management of a municipality and thus on the delivery of services in that municipality. This was the basis of the evaluation component of the Project.
- 2 The second was to fully document all Project activities and events surrounding the Project so that others could learn from the experiences of the four Project Municipalities. The documentation would include not only a description of what took place, but also an analysis of the activities and events. This was the main purpose of this documentation component of the Project.

The nature and strategy of the evaluation and documentation components of the LGMP were developed during the summer and fall of 1974, and were critiqued by a number of leading researchers concerned with evaluation research. Some features will be described below.³⁴

EVALUATION COMPONENT

Two of the primary evaluation instruments used in the Project are the Basic Organization Questionnaire (BOQ) and the Individual Employee Questionnaire (IEQ).³⁵ The BOQ was designed to gather extensive information about various practices and procedures currently in use in the municipality. This included such things as the budgeting process, various communication vehicles used at both the elected and appointed levels, compensation practices, etc. The purpose in obtaining this information was to have base-line data against which to observe changes in these practices and procedures over the course of the Project.

The purpose of the IEQ was to capture individual employee perceptions about various dimensions of the

municipality as a place to work. This questionnaire, which took approximately one and one-half hours to complete was given to all managers and certain other non-managerial employees in the municipality prior to the start of the Project Workshops. Changes in employee perceptions are to be measured each year during the period of the Project and after the Project is completed.

DOCUMENTATION COMPONENT

The documentation phase of the Project involves the maintenance of detailed records of all Project related activities in each of the municipalities. These records provide a detailed description of all dimensions of the Project and will serve as the basis for the writing of this and other documentation reports. The documentation task is the responsibility of members of the Project Team with the assistance of the Project Leaders.

The publications will contain a summary of the main Project related activities during the period under study. These descriptions will be prepared from the detailed working paper files. The publications will also contain a section analyzing the various activities from the Project Team's perspective. A final part of the documentation publications will contain a section on the implications of the Project for other municipalities.

D Descriptions of the Project Municipalities

The Regional Municipality of Niagara

The Regional Municipality of Niagara came into existence on the first of January, 1970 (the second region formed, Ottawa-Carleton being the first). Prior to this date, there were 26 municipalities and two county governments covering the Niagara Peninsula. There now exists one regional municipality and 12 area municipalities covering the same area. Total population within the Region is approximately 347,000.

The Regional Municipality of Niagara is bordered by Lake Erie to the south, Lake Ontario to the north, the Regional Municipality of Hamilton-Wentworth on the west and the United States border on the east. It is the prime tender fruit growing area in the country due to the moderating influence on the temperature by the Great Lakes and the Niagara Escarpment.

Major cities and towns comprising the Regional Municipality are St. Catharines, Niagara Falls, Welland, Fort Erie, Niagara-on-the-Lake, Port Colborne, Lincoln, Grimsby, and Thorold.

The Regional Council consists of 29 members including the Chairman (appointed by council), the mayor of each area municipality, five members decreed at large in the City of St. Catharines, three members from the City of Niagara Falls, two members from the City of Welland,

34 A document describing the methodology used in the evaluation research is available in limited quantities for those who may be interested in this aspect of the Project.

35 The BOQ and the IEQ are described briefly in this report and will be described in more depth in the second documentation report. Copies of these questionnaires can be obtained by contacting the Project Team at Queen's University.

and one member from each of the Towns of Lincoln, Fort Erie, Grimsby, Niagara-on-the-Lake, and one member from each of the Cities of Thorold and Port Colborne.

The council is then divided into four standing committees. These are the Planning Committee, the Finance Committee, the Social Services Committee and the Public Works and Utilities Committee. The administrative departments reporting to these committees are as follows: The Planning Department reporting to the Planning Committee; the Finance, Clerks, Legal and Personnel Departments report to the Finance Committee; the Social Services, and Homes for the Aged Departments report to the Social Services Committee; and the Public Works Department to the Public Works and Utilities Committee.

In addition Regional Niagara is responsible for the Regional Policing and the Regional Niagara Health Unit. These services are provided on a regional basis and form part of the regional budget expenditure. They are, however, administered by a special purpose body consisting of elected and appointed representatives.

After the creation of the regional form of government, a review of its structure after the first five years was promised by the Ontario government. This study is headed by Mr. W. Archer, with the report expected January, 1977.

The City of St. Catharines

EARLY HISTORY

The name St. Catharines was first used as early as 1796, when there were probably fifty settlers in the locality. The Town of St. Catharines was incorporated in 1845, and the first mayor elected in 1850. St. Catharines was incorporated as a city in 1876, and a major amalgamation of St. Catharines, Grantham, Merriton, and Port Dalhousie took place in 1961, forming the present city boundaries. In 1970, the City became part of the newly formed Regional Municipality of Niagara.

St. Catharines is located in the southeastern portion of the Province of Ontario, in the midst of the Niagara Peninsula fruit belt, on the shores of Lake Ontario, approximately 35 miles immediately south of Toronto and 12 miles from the United States border at Niagara Falls.

The City is one of twelve municipalities comprising the six year old Regional Municipality of Niagara. The area of the Regional Municipality of Niagara comprises 729.7 square miles and of this total, St. Catharines covers an area of 38.6 square miles. In terms of population, St. Catharines has 120,000 people to the Regional Municipality of Niagara's 347,000. Thus St. Catharines has a little more than one-third the total population of the region.

Politically the City uses a council/chief administrative officer system of government. The Mayor is elected at large while the twelve council members are elected by ward with each ward being represented by two council members. The Mayor and the council are elected for a two year period. Council is then divided into two com-

mittees, General and Executive. Every member of council sits on the General Committee, while the Executive Committee consists of four council members. This committee deals primarily with administrative matters. Some of the commissions and boards reporting to and under the jurisdiction of council are: Public Library Board; Public Utilities Commissions; St. Catharines Museum Board; Museum Advisory Board; and St. Catharines Transit Committee.

The City is also represented on Regional council. Out of a total of 29 members who sit on Regional council, six are from St. Catharines, there being five aldermen elected at large and the Mayor.

Administratively the City is structured into ten departments. They are: Finance; Fire; Clerk; Business Development; Planning; Parks and Recreation; Supplies and Services; Engineering; Personnel; and the City Solicitor. These departments report to the Chief Administrative Officer, who in turn is responsible to the council.

The City of London

EARLY HISTORY OF LONDON

In 1793, Lieutenant Governor John Graves Simcoe selected the forks of the Thames as his choice for the future site of the capital of the Province. However, by the time the City was founded in 1826, the provincial capital was well established in Toronto. Nevertheless, there was a need to establish an administrative seat for the east London District, as by 1825, the district town at Victoria in Norfolk County was too far away from the settlements that were spreading north from Lake Erie. When the court house at Victoria burned down, a committee under Colonel Maklon Burnwell chose the crown reserve of land that Simcoe had set aside at the fork at the Thames as a place to establish the administrative seat. This decision was confirmed in a provincial statute that came into force on January 30, 1826.

After a temporary court house was erected for the administration of the London District, work soon began on what is now called 'the Old Court House' on a site chosen by a committee of magistrates headed by Colonel Thomas Talbot, the chief colonizer of the western peninsula. Not long afterwards officials of the London District as well as merchants and hostelkeepers began to move to the new settlement. By 1834, London had the population of 1,000 required to give it a separate parliamentary riding.

The rebellion of 1837, was a great stimulant to the development of London because the British government decided to establish a garrison in the peninsula. The advent of military spending, as well as the increased population, both military and civilian, gave the impetus for London to become an incorporated town in 1840. The town elected its first president and municipal services began to appear at this time. With continued population growth London was reincorporated in 1848, and given municipal powers.

The advent of the railway was another milestone in the development of London. The Great Western Railway was run through the middle of town, setting off an unprecedented wave of speculation and expansion. The

event that crowned London's expansion was its incorporation as a City on January 1, 1855.

The period from the depression of 1857, to the start of the twentieth century saw London establish the pattern that exists today. Lines of new mansions began rising on Queen's and Grand Avenues. Financial institutions, hospitals, Huron College, and the University of Western Ontario were all founded in this period. Railway lines were extended and a telephone exchange was established. With this commercial expansion came the annexation of East, South and West London. All of these factors helped London consolidate its hold over the surrounding area, and guaranteed its position as one of the ten largest cities in Canada.

RECENT HISTORY

In 1961, London annexed outlying areas of the city and, as a result, increased its population by over one-half. In preparation for this change, the council structure was altered to include 7 wards, each of which were to elect 2 aldermen, as well as a Board of Control and Mayor to be elected at large.

The size of the administration of the municipality had grown in direct proportion to the size of the City and the demand for services. A major change occurred in 1971, with the appointing of a Chief Administrative Officer. In 1974, an organization study was undertaken by Peat, Marwick and Partners that resulted in the 15 civic departments being consolidated under the office of the Chief Administrative Officer, the City Engineer, the City Clerk, the Finance Commissioner, and the new Commissioner of Community Services.

CONCLUSION

London, with a population of 241,000, is the dominant force in Southwestern Ontario. The rapidly changing downtown core, the expanding suburbs, a growing business environment, as well as an administration and council that are responsive to the needs of all its citizens, augurs well for the future of this community.

The City of Ottawa

Originally called Bytown, the City of Ottawa is located 120 miles west of Montreal on the Ottawa River. Incorporated in 1855, Ottawa was selected by Queen Victoria in 1857, to be the seat of the government for the United Provinces of Upper and Lower Canada. In 1867, with the enactment of the BNA Act, Ottawa was proclaimed the capital for the Dominion of Canada.

The decision of Queen Victoria to make Ottawa the Capital City has been the outstanding factor in Ottawa's existence, in that its *raison d'être* is the business of providing accommodation and services for public servants of the Federal Government. In addition, the activities of the Federal Government have had a marked effect on the physical development of the city. Practically all of the government building complexes on the Ontario side of the Ottawa River are within the city limits, many are of recent construction and within the downtown core. The Federal Government also owns large tracts of land throughout the city, particularly parklands and scenic drives. All these holdings, repres-

enting 30% of the city's 48 square miles, come under the control of the National Capital Commission, which is responsible to the Federal Government.

The City of Ottawa has a population of approximately 300,000. It is part of the Regional Municipality of Ottawa-Carleton, which has a population of approximately 470,000. It is bounded by the Ottawa River on the north and the various municipalities of Ottawa-Carleton on the west, south and east. Two other municipalities of the Ottawa-Carleton Region are encompassed by the boundaries of the City of Ottawa. In land size the City of Ottawa is less than one-twentieth that of the Regional Municipality. Approximately 72% of the cost of the Regional Municipality of Ottawa-Carleton operation is borne by the tax-payers of the City of Ottawa.

The relationship of the City of Ottawa to the Regional Municipality of Ottawa-Carleton and the Federal Government has many advantages in the development of the city, but potential problems exist, however, as close co-operation and communication between the three are essential to a good working relationship. One example, is the road system, which is a network of streets, roads, parkways, etc. under three jurisdictions:

- 1 the Federal Road System under the control of the NCC. and policed by the RCMP;
- 2 the Regional Road System, under the control of the Regional Municipality and policed by the City of Ottawa Police Force within the boundaries of the city; and
- 3 the City Road System, which is under the control of the City of Ottawa and policed by the City of Ottawa Police Force.

POLITICAL STRUCTURE OF THE CITY OF OTTAWA

The City of Ottawa is governed by a city council comprised of:

- 1 Mayor;
- 2 Board of Control — four members elected at large; and
- 3 Aldermen — a total of 11, one member from each of the City's 11 wards.

All members of the City council serve on the Regional council and fill 16 of the 31 positions of that body. The Regional council has an Executive Committee which functions in the same manner as the Board of Control within the City council. The Executive Committee has eight positions plus the Chairman, who is also the Chairman of the Regional Municipality of Ottawa-Carleton. The City of Ottawa representation on this committee is the Mayor, Senior Controller and two members of the council who are appointed by City council. The other four positions are made up of the heads of the three larger municipalities and one appointee representing the rural areas.

ADMINISTRATIVE STRUCTURE

Prior to 1973, fourteen different department heads reported directly to the Board of Control and City council. A restructuring program in 1973, grouped all activities of the City according to broad municipal functions. This

resulted in seven major departments, the heads of which report to the Board of Control. Additionally two major committees of council were created:

- 1 the Committee of Community Development; and
- 2 the Committee of Physical Environment.

These two committees, with the advice of the representative commissioners, have the role of policy development for the two departments responsible for the delivery of almost all direct services to the people of Ottawa.

Subsequent to the restructuring in 1973, the City of Ottawa took over direct management of Lansdowne Park, which is the home of the Ottawa Rough Riders and the Central Canada Exhibition. At this time it is considered a separate department.

The City of Ottawa Police Force is not considered a City department as it is under the control of the Board of Police Commissioners. It is responsible to the City of Ottawa for all budgetary purposes, and all police vehicles, with the exception of motorcycles and scooters, are part of the City of Ottawa Vehicle Equipment Pool.

Currently, three departments are participating in the LGMP. The Physical Environment and the Community Development Departments, responsible for delivery of almost all services, and employing roughly two-thirds of the municipality's 3,000+ personnel, and the Finance Department, responsible for administering the city's operating and capital budgets.

Appendix III

Council Questions and Answers

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- 1 When will different management levels become involved?

Direct involvement, that is, attending goal and objectives setting workshops, will begin for the administrators at three different times.

The first workshop will involve the CAO and/or department heads plus the branch or division heads (depending upon structure). Follow-up workshops will take place at six week intervals. Seminars for the next administrative level and other key personnel will begin in about six months. Finally, seminars for section heads can begin about six months later and the remaining managers should be trained within a year.

This means a long gap in time until section heads and foremen become involved. Certainly the results of the workshop at the department and branch head level will be important when it comes time for later workshops. Council involvement should probably not be considered within the first year except where joint administration/council problem-solving workshops are considered desirable. A number of approaches to council involvement are discussed in an LGMP paper on the subject.

- 2 How is this going to work? We already have a program — MMMS.

The answer to this has to do with integration. The two systems fit together. Setting goals and objectives is, to a great extent, much the same as MMMS except that its approach is on a much broader scale. MMMS is extremely useful at the operational level. The goal and objective setting system provides useful decision-making information for all levels. It should integrate the MMMS information with its own information to give a clearer picture of the whole administration and its effectiveness. An analogy: MMMS can tell you how well your car is running and how it operates best but it can't tell you what kind of car to buy or whether or not you should even buy a car, but rather a house or a boat, etc.

- 3 What type of management information system is involved?

A management information system includes the movement, content and relevance of the information that flows through an organization. It should focus on the decision-making process and the types of information necessary for sound decision-making. Objective setting should help to focus decision-making on high priority areas.

- 4 How do you define goals and objectives?

A goal is a general statement which describes the purpose and direction for the municipality or municipal unit. Objectives, which are derived from goals, are specific statements of what is to be accomplished in measurable terms. They are stated in terms of some results which can be expected within a specified time period. Objectives provide the criteria for evaluating the success of municipal programs.

- 5 How can the different department goals be integrated? By setting them separately are we not creating a problem?

The question is not so much whether or not they can be integrated but rather — can they operate so that the goals of different departments don't conflict. We intend to avoid conflicting goals within administration by having the department heads and branch heads work together in setting up their departmental goals. By working together they can minimize the dangers of conflicting goals. Conflicts which emerge can be assessed before they become major problems.

- 6 If an evaluative questionnaire is used, both councillors and administrators will question the use of the information.

The results of the questionnaire will be used as a general indicator on a department-wide or management level basis. They will help us to assess where the program is going, where there are problem areas and strong areas, and where more attention (via workshops or follow-ups) to goal and objective setting is needed.

- 7 How long is the program and what is the sequence of involvement?

Reasonably accurate answers should be available in this area prior to a council briefing. The program will, of course, vary depending upon decisions made by municipal initiators and external facilitators.

- 8 When and how will this affect the budget process?

Ultimately the goal and objective setting process should tie in to a form of program budgeting. This should be attempted only after the overall goal and objective system is refined and working well. Department heads should, however, reach an early consensus on the meaning of programs and the changeover should be made to require as little additional effort as possible.

9 How are you going to integrate this with the old systems of management?

Specifically this question will only be answered when we get right into the goal and objective setting sessions. In a general sense, the process emphasizes a refinement of what you are already doing. It is a gradual process — one that should eventually save you time. The integration process will be carried out at the same pace as the goal and objective setting seminars. The goals and objectives established will not be much different from the implied assumptions under which you do your job now. Things will be different in that the process should result in a much clearer picture of what you are trying to do and how well you are doing it.

10 Is it possible for departments to set goals and objectives unless council sets their goals first?

We think it is. Unless there are a great many innovations in the goals and objectives that council might set, we feel that, on the whole, there would be only a small number of conflicting goals and objectives which would have to be worked out. Any additional goals and objectives from council could be worked into the existing administrative goals and objectives without too much trouble. I should point out that there is a particular purpose in setting goals and objectives at the administrative level first. That is because appointed officials should understand the process first to prevent council from 'going astray' and to aid them in understanding the process. In this way we hope to minimize the problems of integrating council and administrative goals and objectives.

11 What should the role of council be?

Council should be involved in the goal and objective setting process. The program should aim at assisting council in broad decision-making tasks by implementing the system at all levels of the departments involved. The integration of goals and objectives at all levels should assist council in their role as final decision-makers regarding the overall goals and objectives for the municipality. An LGMP paper referring to this area is available and will be published in *Guidelines to Organizational Change in Local Government* in April, 1977.

12 What goals and objectives are we talking about?

We are talking about goals and objectives at a number of different levels. At the council level we are talking about the overall goals and objectives of the municipality, that is, what the city is doing, where it is going, etc. At the department level we are talking about the kinds of goals and objectives that particular department would set in order to fulfill and complement the goals and objectives of council. In turn, the branches would set goals and objectives to complement those of their department, etc. An example of the above in relation to goals might be:

- a council sets a goal: to improve the quality of transportation facilities in the municipality;
- b the Physical Environment *Department* sets the following complementary goal: to provide road facilities, design surveys and mapping and traffic

studies in order to achieve the most economical and aesthetic road system possible; and

- c the Roads and Sanitation *Branch* would set a goal complementary to the department goal: to maintain and establish a high standard of service for road and sidewalk maintenance in summer and winter.

13 What benefits are expected from this program?

- a Stream-lining of current information flow.
- b Improved decision-making at all levels.
- c Decrease in 'management by crisis' situations.
- d More participative management.
- e Increased communication within and between departments.
- f Clearer understanding of progress and results for specific work tasks.
- g More effective allocation of resources.
- h More effective and meaningful budget preparation.
- i Improvement in managerial skills.
- j Improved co-operation within and between departments.
- k Improved sense of direction and control of direction by both administration and council.

14 Who should be the final arbitrator on objective setting and the measures established?

Objective setting and establishing of measures should be a participative exercise, i.e. all personnel who will be directly affected by objectives and measures should have a say in their construction. However, the immediate superior would be the final arbiter. Council, of course, is the final arbiter for the municipality.

15 What is our administration and council doing wrong now?

This program does not imply that anyone in council or administration is doing anything wrong. The program offers a reasonably inexpensive way to implement a management system which has been shown to improve the effectiveness of other organizations. The system can make good management better. It can also make an excellent management more aware of the reasons for its excellence and thus prevent backsliding. So, the program might tell you why you are doing very well as easily as why you are not doing so well. Generally there is room for improvement and it is the good administrators who opt for programs to improve management. Since the system will be under municipal control it can be revised to suit needs or even dropped if necessary.

16 Should operating departments set goals before service departments?

Yes. Service departments can set their own internal goals, but where they interact with other departments, the other departments should set their goals first. In addition, in order to minimize goal conflict, departments should not set their goals in isolation particularly where support services are involved.

- 17 Would our needs, if more specifically outlined, determine the structure of the program?

Yes, this would help to some extent and you should work together to achieve this.

- 18 Realistically, to what extent can council set goals and objectives?

Council can set quite realistic goals in two ways:

- a by establishing long term goals and objectives that are stable enough to be maintained in spite of council change due to elections. Senior administration can help in formulating tentative goals and objectives for council approval; and
- b by establishing 'term of office' goals and objectives.

Problems that may arise here are changes occurring in Provincial and Federal Government funding and abrogation of authority by a region, the Province or the Federal Government. Changes in any of these areas could result in the need to change municipal goals and objectives. Too many changes like this would definitely make council goals and objectives both less realistic and less effective. On the other hand clear goals for the municipality provide the council and administration with a political weapon to obtain support required for the municipality and to influence legislation.

- 19 Who will use or have control of the measures being used by one department?

Measures established under the goal and objective setting system will be used no differently than any measures which the departments currently use. The measures may be different from those in use now but they will fulfill the same purpose.

- 20 Why should the council waste time writing up statements on goals which like many other reports will simply gather dust on the shelf?

Goals and broad objectives should be used as a reference by council in approving subsequent projects, in legislating on municipal matters and in representing the municipality at the Regional and Provincial level. Thus the goals and objectives of a municipality become fundamental references for management and are revised as required.

- 21 Will the official (land-use) plan when approved by the Province not be the ultimate statement of the municipality's goals?

The official plan provides a reference for council and administration and, if it is sufficiently comprehensive, can be a blueprint for the development of the municipality. The goals of the municipality can include the broad basis upon which development and the official plan is based, but should also include on-going management activities which are intended to implement the official plan. The plan is static — goals and objectives are operational guides.

- 22 Is it not a waste of staff time to involve them in the process? If they do become involved will they have time to do anything else? How can staff be committed when the municipality is still trying to get organized?

Staff should not be doing anything in the program that they do not need to do as effective managers in any case. While some initial training time is involved the program should assist staff to do their work more quickly and more effectively. It should help to organize the work in a meaningful way.

- 23 Who does the project and process evaluation? If the staff becomes involved in evaluation are they not likely to manipulate the results?

The staff essentially evaluate their own efforts through clear objectives and a better measurement system. Councillors can still evaluate the overall effectiveness of staff and should have a clearer basis of evaluation.

- 24 Is it not possible that municipal goals and objectives will become simply another device to be utilized by the Province to standardize municipal operation in a single format?

Goals and objectives will take different forms in different municipalities. It is possible that the Province might encourage municipalities to develop them but it would be a great mistake to attempt to standardize operations to a high degree.

- 25 Have any of the outside advisory staff served on local government council?

The answer will depend upon advisory staff qualifications in the particular circumstance.

- 26 Why can this not be done by staff rather than employing an external agent?

An outside viewpoint, external experience, relative neutrality or independence are all important factors in helping managers to change. Often outside advisors are granted greater status by people within the organization in terms of knowledge, ability, etc.

- 27 What are the outside advisors' (consultants) objectives?

This has to be answered by the individuals concerned. Generally the goal will be 'to work with managers within the municipality to improve management efficiency and effectiveness'. Of course the outside advisors will have objectives relating to their own careers, research or consulting activities and in regard to the specific methods of implementing the process.

- 28 Does not each and every councillor state his or her objective at every election? How do you ever expect to get twenty-five politicians to agree on a written set of goals? Is this not a major weakness of corporate management in municipalities?

A return question might be:

'Do councillors state goals and objectives in sufficiently broad form to represent a meaningful plan for municipal development?' A large number of politicians will have difficulty in agreeing upon goals, but generally a set of broad guidelines and some broad objectives can be agreed upon. Majority vote and consensus are, of course, different situations and some goals and objectives may need to be agreed upon through majority vote.

Appendix IV

Format for Council Presentations

Considerations in Obtaining Council Approval

There are probably three distinct situations in which council approval of municipal involvement in a major program of organizational change and improvement would be requested.

- a Members of council have become interested and have requested a briefing from a consultant or research team.
- b Some senior members of the administration desire municipal involvement and need council approval.
- c The case where administration and council are merely interested in examining a potential program or a number of potential programs.

Each of these situations is different in terms of the most appropriate type of presentation, however, many common factors do apply. These common factors will be outlined first and then each of the above situations will be discussed separately.

A Common Factors Pertaining to Any Presentation to Council

- 1 The individual making the presentation should be aware of support and/or opposition within the council. Unless there is a good degree of known support and no strong opposition to the program a presentation should not be attempted.
- 2 Strong administrative support for potential involvement in such a program is critical, even in the situation where the request has come from council. Administrators will provide continuity to the program and a large degree of the training responsibility, planning and program direction must be assumed by senior members of the administration.
- 3 Preferably, for the reasons mentioned in paragraph 2, the program should begin with the involvement of senior administrators. Thus a plan for the initial implementation should exist and should have the concurrence of the senior administrators.
- 4 If at all possible, the administrative staff, who favor the program, should make a large part of the briefing and the outside adviser should only be present to answer questions and confirm his own involvement in the program.
- 5 A brief explanatory submission, pragmatic and to the point in meeting the perceived needs of council, should be circulated prior to the meeting. Administrators may be given a separate briefing involving a greater amount of theory and detail but councillors

do not have the time, or sometimes the perspective and management experience, to find an abstract briefing advantageous. Excess theory may be regarded as manipulative 'gobbledegook' and can create a negative feeling.

- 6 In line with paragraph 5, above, payoffs should be clearly stated and councillors should be thoroughly aware of the time frame involved.
- 7 Clear examples should be used whenever possible.
- 8 Arguments with members of council should be avoided. A clear statement of the purpose and form of the program should be sufficient.
- 9 Regardless of the situation which led up to the briefing, the request for the briefing should come from council and should be approved during an earlier council meeting. This is also generally true of all subsequent council involvement.
- 10 Municipal councillors or administrators who are familiar with similar programs in other municipalities should be present whenever possible.
- 11 A briefing of this nature should take place early in the council meeting and should be as short and sharp as possible. Preferably new councils should be avoided, as leadership issues and intra-council allegiances have not been resolved at that point and any issue is fair game for argument.
- 12 The relationship should be maintained on a formal basis during the briefing.
- 13 Comments by the administrative staff or previous discussions with councillors should not be quoted. Potentially threatening statements should not be made.
- 14 The briefing should be held in camera if possible to help to eliminate political posturing and to prevent early release of material which might polarize an ill-informed public.

B Factors Pertaining to Specific Situations

Situation A Council Initiated Briefing

This type of request has been fully covered under common factors. Even though the request has come from the council it is important to be aware of the degree and nature of both support and opposition. There should be a definite plan for both council and administrative involvement.

Situation B Administrative Initiated Briefing

Where administrators are the primary initiating force a number of factors are important.

- 1 Administrative solidarity in support of the program is important at the top administrative level. The major department heads and the Chief Administrator must be behind the program and must understand it.
- 2 The major part of the presentation to council should be made by the senior administrators. The outside adviser should only be present to answer questions and confirm his own knowledge and his commitment to providing the needed assistance.
- 3 The administrators should have a definite plan for council and administrative involvement, have definite progress check points and reports, and be able to indicate the amount of outside adviser and internal time required.

Situation C Exploratory Search

In this case the outside adviser is merely providing information to the council in response to a request by council or by both council and administration.

- 1 The outside adviser should make it clear that he is providing information and is not selling a packaged approach. As such he should be informed regarding alternative approaches and should be able to discuss strengths and weaknesses of various programs which might be considered. He should be in a position to offer a flexible program incorporating municipal input and should insure that the council and administration understand their formative role.
- 2 Time and commitment requirements of the program should be made clear at the outset.
- 3 Council and administration should be thoroughly informed regarding the prerequisites for successful organizational change discussed in Part II of this paper.

Appendix V

Project Leader Biographies

The following are biographical sketches of the 4 people that were chosen as Project Leaders for the LGMP within the different municipalities.

ALLISTER A. MILLER
Head, Administrative Branch
Department of Physical Environment
The Corporation of the City of Ottawa

Mr. Miller held the post of Director of Management Services and Planning Control for the Armed Services prior to joining the staff of the City of Ottawa. His background is primarily a naval one covering 32 years of service. He has lectured at the Maritime Warfare School in Halifax, at the Canadian Forces School of Management, and the Canadian Forces Staff Colleges. He is a graduate of the Royal Canadian Naval College, a member of the Institute of Industrial Engineers, and of the Navigation Institute of the Royal Geographical Society.

Since joining the Department of Physical Environment, he has been the Project Leader of the Local Government Management Project, as well as heading the former Departmental Services Branch.

GENE DESZCA
Staff Development Officer
Personnel Department
The Corporation of the City of St. Catharines

Mr. Deszca, a native of Burlington, Ontario, received his university training at the University of Western Ontario. After completing the requirements for a Bachelor's and a Master's Degree in Business Administration, he taught for two years at St. Francis Xavier University in the business area.

Since July 1, 1975, Mr. Deszca has been the Staff Development Officer with the City of St. Catharines. He is responsible for the ongoing management of the LGMP in the municipality as well as for organizational development and staff training and development.

SCOTT SOMERVILLE
Project Director
Local Government Management Project
Office of the Chief Administrative Officer
Corporation of the City of London

S.C. Somerville has a diversified local government background. Commencing with a responsibility for external municipal audits in Northern Ontario, his career spanned fifteen years of financial and administrative managerial experience in local government, with the Department of Municipal Affairs (TEIGA). Prior to his appointment as LGMP Project Director in September, 1974, he served as Director of Revenue and Taxation with the City of London.

Mr. Somerville is a Certified General Accountant and a Chartered Administrator by profession. He is a member of the Institute of Public Administration of Canada and the Canadian Association of Municipal Administrators.

W.R. RIPPEY
Administrative Manager
Public Works Department
Regional Municipality of Niagara

During the past twenty years, Mr. Rippey has held a number of local government positions ranging from Chief of Police for the County of Lincoln to Manager in the Public Works Department of the Regional Municipality of Niagara.

In August of 1974, Mr. Rippey was appointed Project Manager of the Local Government Management Project for the Region. Since that time he has been actively working with the Queen's University Team in implementing the Project in all departments of the regional administration.

Mr. Rippey also has had extensive experience in the field of education as a school trustee, and is presently Director of the Canadian School Trustees Association.

Appendix VI

Local Government Management Project

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The Local Government Management Project is described in a 21 page document entitled *Project Overview Statement*. This appendix contains three sections taken from the *Statement*. These sections are: Project Highlights, Project Publications, and Publication Order Form. Copies of the *Project Overview Statement* can be ordered by using the order form found on the last page of this publication.

Project Highlights

Project Goal

The goal of the Project is to assist those involved with the delivery of local government services to improve the operation of local government through the use of a broadly conceived system of goals and objectives.

Project Objectives

The main objectives are to develop, document, and evaluate by March 1978, in co-operation with the Ministry and the four Project Municipalities, a broadly conceived system of goals and objectives which will provide suggested guidelines for the development of similar systems in local government organizations in Ontario and elsewhere.

Project Description

The Local Government Management Project is a four year project designed to implement a broadly conceived goal and objective setting system in four Ontario municipalities, and to document and study the implementation experiences.

Goal and Objective Setting — A Definition

A system of goals and objectives is a system of planning and review wherein overall goals and objectives are specified for the municipality for an agreed upon period of time. In turn, these are translated into specific objectives for the various departments and other agencies, as well as individual managers within the municipality. At various times during the period the attained objectives are compared to the original or revised objectives for purposes of determining progress toward expected results.

Participating Municipalities

Four municipalities are participating in the Project. They are:

- ☐ The City of London. A City with a population of 240,000 which uses a Council-Board of Control-Chief Administrative Officer structure.
- ☐ The City of St. Catharines. A City with a population of 120,000 using a Council-City Administrator structure.
- ☐ The City of Ottawa. A City of 300,000 using a Council-Board of Control-Commissioner structure.
- ☐ The Regional Municipality of Niagara. A regional government, incorporated in 1970, encompassing 12 area municipalities with a total population of 350,000, using a Regional Council-Committee structure.

Initiating Agency

The Project was initiated and is being co-ordinated by the Advisory Services Branch, Ministry of Treasury, Economics and Intergovernmental Affairs, Province of Ontario. The Ministry is primarily concerned with seeing that the experiences of the four project municipalities are documented and made available to other municipalities. In addition, the Ministry has appointed liaison personnel for each of the project municipalities.

Project Team

The implementation and evaluation of the goal and objective setting system is being carried out by a team from the School of Business, Queen's University. The Project Principals, V.N. MacDonald and J.R. Nininger, have studied the use of goal and objective setting systems in municipalities in North America, England and Europe for the past three years. The Project Team consists of a staff of four full-time and three part-time individuals in addition to the Project Principals.

Project Leader and Task Group

Each of the four municipalities has appointed a Project Leader to oversee the implementation of the goal and objective setting process. As well, each municipality has a Project Task Group to assist the Project Leader. The size, operating methods and membership of the Task Group, and the Project Leaders' responsibilities differ in each municipality.

Project Timetable

The approximate timetable for the Project is as follows:

March 1975

Completion of study of information systems, initial workshops in goal and objective setting at department level, and initial documentation.

March 1976

Completion of workshops at council (given council agreement) and sub-department level. Refinement of department level goals and objectives. Completion of second stage of documentation.

March 1977

Completion of objective setting at individual manager level. Refinement of goals and objectives at council, department and sub-department level. Completion of third stage of documentation.

June 1977

Completion of implementation.

January 1978

Completion of documentation.

Documentation and Evaluation

One of the primary aims of the Project is to fully document and analyse the experiences of the four municipalities as they develop their own systems of goal and objective setting. Periodic reports will be issued reviewing the experiences and indicating lessons which have been learned which might be relevant for other municipalities. Another primary aim of the Project is to evaluate the effectiveness of the Project in meeting its goal and objectives.

Publications

A number of documents relating to various aspects of goal and objective setting have been written by the Project Team. These publications, which include technical papers, case studies, and the experiences of the project municipalities to date, are available through the Ontario Government Publications Centre.

Project Funding

The Project is being funded by the Ministry of Treasury, Economics and Intergovernmental Affairs and the four participating municipalities.

Project Publications

The investigations required for the design of this Project have led to a number of publications. As the Project proceeds and develops over the four years, additional publications will be forthcoming

— originating from the Project Team at the School of Business, Queen's University at Kingston. These publications will be available for purchase on the publication date indicated on the attached order form. Orders should be sent to the Ontario Government Publication Centre, Ministry of Government Services, 3B7 MacDonald Block, Queen's Park, Toronto, Ontario, M7A 1N8.

Apart from the *Project Overview Statement*, the various publications have been grouped into four series.

Project Overview Statement

This paper describes the Project in overview fashion. It contains a statement of the goal and objectives of the Project, a description of the goal and objective setting process, and the documentation and evaluation processes to be used in the study. Price \$1.00.

Series A Publications: Project Documentation and Evaluation

The purpose of this series of papers is to describe the experiences of the four project municipalities, to analyse those experiences, and to indicate their possible relevance to other municipalities. This series will also include papers outlining the design of the evaluation process, as well as periodic reports on the evaluation of the Project.

- 1 *The LGMP Experience: Phase I*. This paper traces the Project from its inception in 1972 through various approval stages ending with the approval of the Project by each of the four participating municipalities. Price \$2.00.
- 2 *The LGMP Experience: Phase II*. This paper traces the Project through its early implementation stages, ending at the termination of the second full year of funding. Price \$2.00.
- 3 *The LGMP Experience: Phase III*. This paper concludes the detailed story of the Project, ending with a summary of recommendations for other municipalities. Price \$2.00.
- 4 *Guidelines for Organizational Changes in Local Government*. The Project Team has written a number of working papers on the design of the evaluation process being used to determine the effectiveness of the Project in achieving its stated objectives. The working papers have been edited and included in one publication which can serve as a working guide for various aspects of organizational change. Price \$2.00.

Series B Publications: Technical Papers

The purpose of this series of papers is to present reasonably concise descriptions of broad areas of municipal management and administration as they relate to various aspects of the Project. These papers, which describe the state of practice and experimentation of the various areas, have been written for elected and appointed local government officials.

- 1 *Strategic and Corporate Goal Setting in Local Government*. Annotated bibliography. Price \$2.00.
- 2 *Performance Measurement*. An examination of the topic of performance measurement emphasizing managerial performance including examples of indicators in use in a number of municipalities. Annotated bibliography. Price \$2.00.
- 3 *Organizational Development*. This paper describes the general field of organizational development in municipalities and summarizes the experiences of two municipalities. Annotated bibliography. Price \$2.00.

- 4 *Information Systems in Local Government*. An examination of the general field of information systems and a suggested approach to the systematic development and use of information in local government. Annotated bibliography. Price \$2.00.

Series C Publications: Case Studies

The purpose of this series is to describe various municipal experiences with programs related to the goal and objective setting process. The case studies are suitable for instructional purposes to focus discussion on the broad areas which the cases represent.

- 1 *Goals for Dallas 'A'*. The Dallas, Texas experience with broad goal setting involving extensive public participation. The 'A' case reviews the program from its inception in 1965 to 1972. Price \$2.00.
- 2 *Goals for Dallas 'B'*. The Dallas, Texas experience with broad goal setting involving extensive public participation. The 'B' case examines the program from 1972 to 1974. Price \$2.00.
- 3 *Thunder Bay 'A'*. This case traces the introduction of an organizational development program in an Ontario municipality. The 'A' case describes the program from its inception in 1972 through 1973. Price \$2.00.

Series D Publications: Periodic Papers

The purpose of these papers is to describe various aspects of the Project which are felt to be of interest to municipalities contemplating the introduction of a system of goals and objectives.

- 1 *Developments in the Management of Local Government — A Review and Annotated Bibliography*. This paper was prepared to provide local government managers and elected representatives with a description of current developments in the field of local government. The paper describes ten areas of development in the management of local government and supplies annotated bibliographies of books, articles and reports dealing with these areas. Price \$2.00.

Local Government Management Project

Publication Order Form

This order form can be used to order publications of the Local Government Management Project. Orders can be made as the publications become available as indicated by the date of publication. Enclose payment with this order form. Make cheques payable to Treasurer of Ontario.

Orders should be forwarded to:

Ontario Government Publications Centre
Ministry of Government Services
3B-7 MacDonald Block
Queen's Park
Toronto, Ontario
M7A 1N8

<i>Publication Title</i>	<i>Publication Date</i>	<i>Price</i>	<i>No. Copies</i>	<i>Total Price</i>
Project Overview Statement	December 1974	\$1.00	_____	_____
Series A Publications: Documentation and Evaluation				
Phase I Documentation	Jan. 1977	\$2.00	_____	_____
Phase II Documentation	Apr. 1977	\$2.00	_____	_____
Phase III Documentation	Jan. 1978	\$2.00	_____	_____
Guidelines for Organizational Change in Local Government	Mar. 1977	\$2.00	_____	_____
Series B Publications: Technical Papers				
Strategic and Corporate Goal Setting	Aug. 1977	\$2.00	_____	_____
Performance Measurement	Sept. 1977	\$2.00	_____	_____
Organizational Development	Oct. 1977	\$2.00	_____	_____
Information Systems	Jan. 1978	\$2.00	_____	_____
Series C Publications: Case Studies				
Goals For Dallas 'A'	May 1975	\$2.00	_____	_____
Goals For Dallas 'B'	May 1975	\$2.00	_____	_____
Thunder Bay 'A'	Forthcoming	\$2.00	_____	_____
Series D Publications: Periodic Papers				
Developments in the Management of Local Government	Dec. 1975	\$2.00	_____	_____
TOTAL ORDER			_____	_____

Publications should be sent to:



Queen's
University
at Kingston



Ontario

Ministry of Treasury
Economics and
Intergovernmental
Affairs